

Indigenous Reform 2011–12: Comparing performance across Australia

Report to the Council of Australian Governments

30 April 2013



COAG Reform Council

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The Hon Julia Gillard MP
Prime Minister
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Dear Prime Minister

On behalf of the COAG Reform Council, I am pleased to present our report *Indigenous reform 2011–12: Comparing performance across Australia*.

This is the council's fourth report on the National Indigenous Reform Agreement. It is an independent assessment of the progress of Australian governments against the Closing the Gap targets on education, employment and health.

For some Indigenous people, their world is changing—their children are surviving where once they would not and more young Indigenous people are finishing school and getting a qualification. It is fair to say that the report highlights some successes but also gives us cause for concern.

Australia is on track to halve the gap in child deaths within 10 years. While this achievement should be celebrated, the Northern Territory is the only jurisdiction on track to meet its 2031 target to close the gap on overall Indigenous death rates.

In reading and numeracy—the most basic skills for education, work and personal wellbeing—Indigenous children are not faring well. However, rates of Year 12 achievement have increased and levels of post school qualifications have also risen. The data suggest though, that these improvements have not yet translated into improved employment outcomes.

We are close to the target of providing universal access to Indigenous children in remote areas by 2013 and, noting the review of the early childhood education National Partnership in 2014, we recommend Australia develop a new target.

The council hopes governments across Australia take heart from the successes to date and are confident that change is possible. We hope that by highlighting the successes, they will help drive the improvements needed to close the gap on targets that are yet to see notable improvement.

Yours sincerely



Chairman

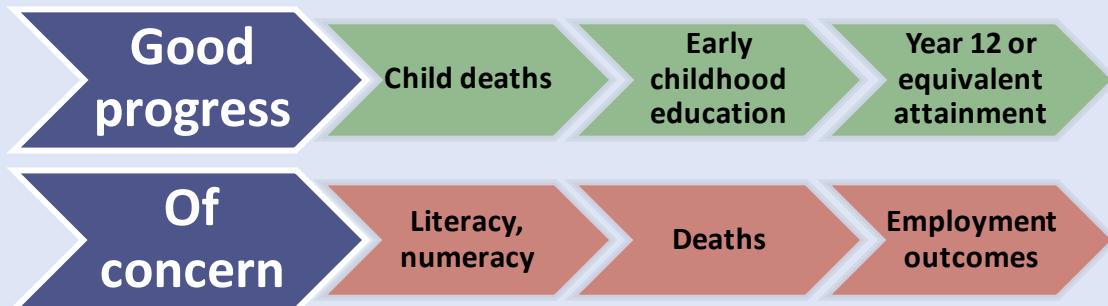
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Indigenous reform 2011–12 key findings

There has been good progress on 3 of 6 Indigenous reform targets, but concerning results for the other three.

The National Indigenous Reform Agreement sets six targets to address Indigenous disadvantage. We report on progress toward COAG's targets each year. This year, we have enough data to report on components of all six targets, though our reporting for some targets is only partial (see Appendix A).



For 3 targets, Indigenous outcomes are catching up with those of other Australians

Australia is on track to halve the gap in **child death rates** by 2018. From 1998 to 2011, the gap between the Indigenous and non-Indigenous child (0–4 years) death rates reduced from 139.0 to 109.9 deaths per 100 000. The Indigenous child death rate fell by an average of 5.7 deaths per 100 000 per year over this period. Data are for the total of NSW, Queensland, Western Australia, South Australia and the Northern Territory only.

In 2011, 91% of Indigenous children in remote communities were enrolled in a **preschool program in the year before formal schooling**. This result is close to COAG's target—only 4 percentage points improvement is needed to achieve 95% enrolment by 2013.

From 2006 to 2011, the rate of **Indigenous Year 12 or equivalent attainment** rose from 47.4% to 53.9%. The attainment gap narrowed by 4.4 percentage points. The largest reduction in the gap was in the Northern Territory (6.8 percentage points). Western Australia, South Australia, the Northern Territory, the ACT and the nation as a whole are on track to halve the gap by 2020.



The Indigenous child death rate is going down and the gap is getting smaller



Australia is close to achieving the early childhood education target



The gap is narrowing in Year 12 or equivalent attainment

Results in three areas—Indigenous reading and numeracy, death rates and employment outcomes—are of concern

Between 2008 and 2012, for Years 3, 5 and 7, the national gap narrowed in **reading** but widened in **numeracy**. For Year 9, the gap widened in reading and narrowed in numeracy.

There were significant improvements for Indigenous students in Year 3 reading at the national level, and in Queensland and Western Australia. Over five years, however, there were no significant improvements in Indigenous numeracy in any year or jurisdiction. Nationally, Indigenous numeracy rates declined in Year 3 and Year 7.

Only the Northern Territory is on track to close the gap in **Indigenous death rates** within a generation (by 2031). Death rates decreased in Queensland but not by enough to meet its target. Although the death rate also decreased for Western Australia, that jurisdiction does not have a published trajectory or target. There were no significant changes in the death rate in NSW and South Australia and they are not on track to close the gap. Data are available only for these five States.

Looking at the five-State total, in 2011, Indigenous people died at nearly twice the rate of non-Indigenous people. We note that this target has a long timeframe. Efforts to improve Indigenous life expectancy may take many years to show results.

From 2006 to 2011, the employment gap widened on three measures—**employment, unemployment and labour force participation**.¹ Only NSW reduced the gap in the employment rate in the period 2006–2011.

Post school qualifications improve employment outcomes and provide pathways to further education and training for Indigenous people. While Indigenous post school qualification rates improved in all States and Territories from 2006 to 2011, non-Indigenous outcomes generally improved faster. The post school qualifications gap widened in Australia and most jurisdictions, but narrowed slightly in NSW and the ACT.



There were no significant improvements in Indigenous numeracy



Only the NT is on track to close the gap in death rates by 2031



The employment gap is widening

¹ Changes to the Community Development and Employment Projects scheme in 2009 should be considered when interpreting these results (see Box 1 in Chapter 6 of this report for an explanation).

Recommendations

Recommendation 1

The COAG Reform Council recommends COAG **note** the following areas of good progress in Indigenous reform:

- a. **Australia is on track to halve the gap in death rates between Indigenous and non-Indigenous children by 2018.**
- b. **Based on the most recent data for 2011, Australia is close to the target of enrolling 95% of Indigenous four years olds in remote communities in early childhood education by 2013.**
- c. **Australia is on track to halve the gap for Indigenous people aged 20–24 in Year 12 or equivalent attainment rates by 2020. In 2011, Australia as a whole, Western Australia, South Australia, the Northern Territory and the ACT met or exceeded their indicative trajectories for halving this gap.**

Recommendation 2

The COAG Reform Council recommends COAG **agree** that greater effort is needed to achieve the targets for reducing Indigenous death rates, for improving reading and numeracy, and for improving employment outcomes, given the following findings:

- a. **Only the Northern Territory is on track to close the gap in death rates by 2031 based on trends since 1998. From 1998, death rates fell significantly in Queensland but not fast enough to meet the target. Death rates in NSW, Western Australia and South Australia did not change significantly from 1998.**
- b. **There has been little improvement in Indigenous reading and significant decreases in Indigenous numeracy since 2008. Nationally, the only improvement was in Year 3 reading, driven by gains in Queensland and Western Australia. There were no significant gains in numeracy since 2008 and Year 3 numeracy declined in all jurisdictions except Queensland and the ACT.**
- c. **Between 2006 and 2011, the national gap widened in employment, labour force participation and unemployment. Only NSW reduced the employment rate gap. While post school qualification rates—linked to better employment outcomes—improved in all jurisdictions, only NSW and the ACT narrowed the gap.**

Recommendation 3

The target year for the Indigenous early childhood education target (2013) has been reached. To continue momentum and improve public accountability, the COAG Reform Council recommends COAG **agree** on a new Indigenous early childhood education target.

Chapter 1.

Closing the gap in deaths

This chapter reports death rates, change over time and the gap between Indigenous and non-Indigenous Australians.

How this chapter links to the National Indigenous Reform Agreement

Section in this chapter	Measures of performance	Target
Closing the gap long term trends	<ul style="list-style-type: none"> Change in death rates 1998-2011 Average annual change in death rates Progress points 	
Closing the gap progress since 2006	<ul style="list-style-type: none"> Change in death rates 2006-2011 Average annual change in death rates Cause of death 2006–2010 	<ul style="list-style-type: none"> Closing the life expectancy gap within a generation (by 2031)

Like to know more about the indicators?

Appendix A outlines the structure of the National Indigenous Reform Agreement and details the indicators and benchmarks under the agreement that are not included in this report in detail, either due to data quality and availability issues, or because there was little change in performance year on year.

Key findings

The target is closing the gap in life expectancy from 2006 to 2031. As life expectancy data are only available five yearly, a proxy target of death rates is used.

NSW, Queensland, Western Australia, South Australia and the Northern Territory have data on Indigenous deaths that we can report. In 2011, these jurisdictions covered 88% of the Indigenous population. The total figure used in this chapter is the total of these five States.

To obtain a more reliable trend, we have used a time series of death rates from 1998 to 2011. We also looked at the shorter period since the baseline year, 2006.

Based on the long-term trends from 1998 to 2011, the gap in deaths is closing for the five-State total, in Queensland and in the Northern Territory. The average annual reduction in Indigenous deaths was higher than for non-Indigenous deaths so the gap is closing. For the five-State total, the Indigenous death rate was 1122 deaths per 100 000 in 2011. The non-Indigenous rate was 588 deaths per 100 000. A gap of 535 deaths per 100 000 remains.

The Northern Territory is on track to meet its 2031 target if trends from 1998 to 2011 continue. The Indigenous death rate also significantly decreased in Queensland and the five-State total from 1998 to 2011, but not fast enough to be on track to reach the 2031 target.

Progress since the 2006 baseline is consistent with the long-term trend, with the Northern Territory still on track to meet the 2031 target. During this shorter period, the Indigenous death rate significantly decreased in the five-State total, Western Australia and the Northern Territory. The five-State total death rate did not fall fast enough from 2006 to 2011 to be on track. Western Australia considers the data are volatile and unlikely to follow a straight line to the target, so it has not published a trajectory against which we can compare progress.

Circulatory diseases, which include heart attack and stroke, were the most common cause of death for Indigenous people. In 2006–2010 there were 352 Indigenous and 201 non-Indigenous deaths from circulatory diseases per 100 000.

Summary of key findings in this chapter



The gap in death rates is closing for the five-State total and Qld, WA and the NT



Only the NT is on track to meet its 2031 target



The most common cause of death was circulatory diseases (heart attack and stroke)

Closing the gap long term trends

From 1998 to 2011, the gap in death rates narrowed in Queensland, the Northern Territory and the five-State total. Only the Northern Territory is on track to meet its 2031 target based on the 1998–2011 trend.

The Indigenous death rate is nearly double the non-Indigenous rate

The Indigenous death rate for the five-State total in 2011 was 1122.4 deaths per 100 000 people compared to 587.5 deaths per 100 000 for non-Indigenous people, a gap of 534.9 deaths per 100 000. These rates have been age standardised to take account of the younger age structure of the Indigenous population. Rates were highest in the Northern Territory (1330.3 deaths per 100 000 population) and Western Australia (1322.1 deaths). The lowest rate was in South Australia (909.6 deaths) followed by Queensland (1015.9 deaths) and NSW (1082.7 deaths).

Based on trends from 1998 to 2011, the gap in death rates is closing in Queensland, the Northern Territory and the five-State total

Death rates significantly decreased for Indigenous people in Queensland, the Northern Territory and the five-State total. There were no significant changes in other jurisdictions. Rates also fell for non-Indigenous people in all five jurisdictions and the five-State total.

The average annual change in death rates in Queensland, the Northern Territory and the five-State total was larger for Indigenous people than for non-Indigenous people so the gap is closing in those jurisdictions.

Figure 1.1 Average annual change in Indigenous death rates per 100 000 from 1998 to 2011 and change required to meet 2031 target

	Average annual change 1998–2011		Average annual change required from 2011 to meet 2031 target
	Indigenous	Non-Indigenous	Indigenous
NSW	ns	-6.5	-34.4
Qld	-18.0	-10.1	-40.7
WA	ns	-9.2	No published target
SA	ns	-6.8	-29.2
NT	-47.0	-10.8	-47.1
Total	-12.2	-7.8	-40.3

Note: ns No significant change.

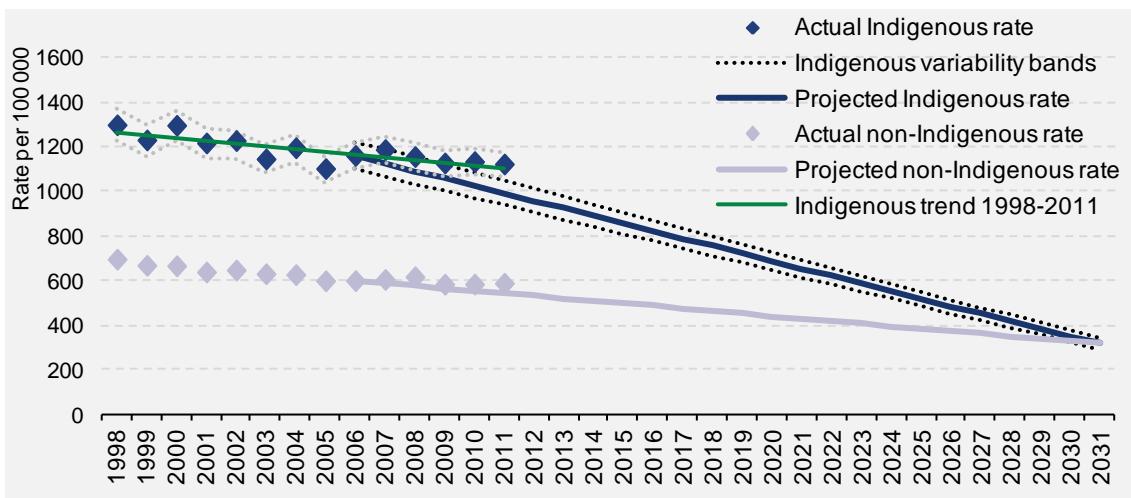
Source: ABS—see Appendix D.

Only the Northern Territory is on track to meet its 2031 target

To be on track the 1998–2011 rate of decrease should be the same as, or greater than, the rate required to meet the 2031 target.

- Although the gap narrowed for the five-State total, the rate of change was not fast enough to meet the 2031 target. The average annual rate of decrease in the death rate (12.2 deaths per 100 000) is less than the reduction required to reach the target (40.3 deaths per 100 000).
- Although the gap narrowed by an average of 18.0 deaths per 100 000 each year in Queensland, the rate of change is not fast enough to meet the 2031 target. A reduction of 40.7 deaths per year is required to meet the target.
- Although Indigenous death rates were among the lowest in NSW and South Australia there were no significant changes in the rates from 1998. In order to meet their targets, rates in these states will need to fall considerably.
- Only the Northern Territory is on track to reach its 2031 target as the historical rate of average annual change (47.0 deaths per 100 000) is virtually the same as the reduction required (47.1 deaths per 100 000).

Figure 1.2 Five-State total, death rates per 100 000 standard population 1998–2011, trend 1998–2011, projections 2006–2031



Note: See Appendix B for comparable graphs for NSW, Queensland, Western Australia, South Australia and the Northern Territory.

Source: ABS & AIHW—see Appendix D.

Closing the gap progress since 2006

The trend since the 2006 baseline is similar to the long term trend. The Northern Territory remains the only jurisdiction on track to meet its 2031 target. Circulatory diseases were the leading cause of death.

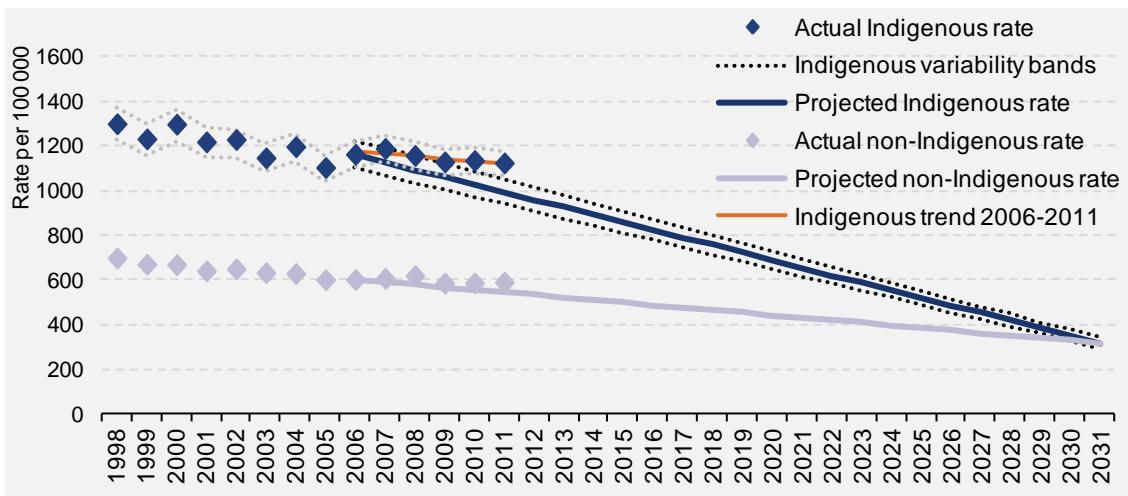
This section looks at progress from the baseline to see if it is consistent with the long-term trend. Care should be taken when using these data as six years worth of data (2006–2011) is not as reliable as the longer time series (1998–2011).

Progress since 2006 is similar to the long term trend

Indigenous death rates decreased in Western Australia, the Northern Territory and the five-State total. Rates also decreased in Western Australia for non-Indigenous people. There were no other significant changes over this short period.

Rates for the five-State total changed little from an actual reduction of 12.2 deaths per 100 000 per year for 1998–2011 to 11.0 deaths per 100 000 per year for 2006–2011.

Figure 1.3 Five-State total death rates per 100 000 standard population 2006–2011, trend 2006–2011, projections 2006–2031



Note: See Appendix B for comparable graphs for NSW, Queensland, Western Australia, South Australia and the Northern Territory.

Source: ABS & AIHW—see Appendix D.

The Northern Territory continued on track to meet its 2031 target

The gap has narrowed in Western Australia, the Northern Territory and the five-State total.

- For the five-State total, there is still a long way to go to meet the required reduction of 40.3 deaths per year as the rate of reduction from 2006 to 2011 was 11.0 deaths per year.
- As Western Australia has not published a target it is not possible to say if it is on track.
- The Northern Territory is the only jurisdiction to remain on track to meet its 2031 target.

Figure 1.4 Average annual change in Indigenous death rates per 100 000 from 2006 (baseline) to 2011 and change required to meet 2031 target

	Average annual change 2006 (baseline)–2011		Average annual change required from 2011 to meet 2031 target
	Indigenous	Non-Indigenous	Indigenous
NSW	ns	ns	-34.4
Qld	ns	ns	-40.7
WA	-49.7	-7.8	No published target
SA	ns	ns	-29.2
NT	-57.6	ns	-47.1
Total	-11.0	ns	-40.3

Note: ns No significant change.

Source: ABS—see Appendix D.

Queensland, South Australia and the Northern Territory are in line with their 2011 progress points for closing the gap but NSW is not

NSW, Queensland, South Australia and the Northern Territory have targets, trajectories and progress points to monitor closing the gap in death rates. For more information see Appendix B.

A progress point is an annual point along a straight line trajectory from the 2006 baseline to the 2031 target. However, death rates take a long time to respond to interventions and increased effort may not show for some years. In addition, efforts may not produce results evenly and therefore trajectories might not follow straight lines.

In the five year period, 2006–2010, 26.3% of all Indigenous deaths were from circulatory diseases

For the five-State total, the top five causes of death made up three-quarters of all Indigenous deaths in 2006–2010. These were circulatory diseases (26.3%, includes heart attack and stroke), cancers (18.9%), external causes (15.0%, includes accidents, suicide and assault), endocrine diseases (8.8%, includes diabetes) and respiratory diseases (7.7%, includes chronic obstructive pulmonary disease, influenza, pneumonia and asthma).

For Indigenous people, circulatory diseases had the highest death rates and largest gaps in all jurisdictions with reportable data. In NSW, Queensland, Western Australia and South Australia, the leading cause of death for non-Indigenous people was also circulatory diseases but in the Northern Territory it was cancer.

There were no significant changes in any of the top five causes of death for Indigenous people over the period 2006 to 2010 in any of the reportable jurisdictions or the five-State total.

Chapter 2.

Halving the gap in child deaths

This chapter reports rates of child deaths, the gap in child deaths and cause of death. It also looks at some determinants of child health: tobacco smoking during pregnancy, attendance at an antenatal visit and low birth weight.

How this chapter links to the National Indigenous Reform Agreement

Section in this chapter	Measures of performance	Target
Halving the gap	<ul style="list-style-type: none"> Gap in child death rates 	
Children and infants	<ul style="list-style-type: none"> Child death (0–4 years) rates Infant death (under 1 year) rates Perinatal deaths (28 days) rates 	<ul style="list-style-type: none"> Halving the gap in death rates for Indigenous children under five within a decade (by 2018)
Determinants of child health	<ul style="list-style-type: none"> Tobacco smoking during pregnancy Attendance at an antenatal visit in the first trimester (13 weeks) Babies of low birth weight 	

Like to know more about the indicators?

Appendix A outlines the structure of the National Indigenous Reform Agreement and details the indicators and benchmarks under the agreement that are not included in this report in detail, either due to data quality and availability issues, or because there was little change in performance year on year.

Key findings

COAG has set a target to halve the gap in the death rates of Indigenous children aged under five years in a decade, from 2008 to 2018. There is also a trajectory showing a straight line to the target.

We use combined data for five jurisdictions that have good quality data—NSW, Queensland, Western Australia, South Australia and the Northern Territory. We use combined data as it improves accuracy given that there is only a small number of deaths of Indigenous children each year.

To obtain a more reliable trend, we have used a time series of death rates from 1998 to 2011. To present the 'current situation', including jurisdictional comparisons, we have used combined data for the five years from 2007 to 2011.

The gap is narrowing in child death rates. From 1998 to 2011, the Indigenous child death rate decreased at a faster rate than the non-Indigenous rate. The child death rate decreased by an average of 5.7 deaths per 100 000 per year for Indigenous children compared to 1.7 deaths per 100 000 for non-Indigenous children.

The five-State total is on track to meet the 2018 target to halve the gap in child death rates. If the trend from 1998 to 2011 continues, the 2018 target will be achieved.

There is still a long way to go to improve Indigenous child health outcomes. Around half of Indigenous mothers smoked during pregnancy. In 2010, the rates ranged between 39.8% in Victoria and 59.3% in South Australia. In comparison, the rate for non-Indigenous mothers ranged between 10.5% in NSW and 16.3% in South Australia. Across States and Territories, between 6.6% (Tasmania) and 12.7% (South Australia and the ACT) of babies born to Indigenous mothers had a low birth weight. In contrast, between 4.2% (NSW) and 5.5% (Tasmania) of babies born to non-Indigenous mothers had a low birth weight.

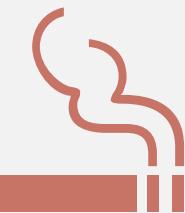
Summary of key findings in this chapter



The five-State total is on track to meet its 2018 target



Indigenous child death rates decreased faster than non-Indigenous rates



Half of Indigenous mothers smoked during pregnancy

Halving the gap

The Indigenous child death rate is falling but remains more than double the non-Indigenous rate. The gap in the death rate for children reduced from 1998 to 2011 at a fast enough rate to meet COAG's 2018 target.

Indigenous child death rates are double non-Indigenous rates but are falling

Across the five-States there were 124 Indigenous child deaths in 2011.

The five-State total Indigenous child (0–4 years) death rate was 196.0 deaths per 100 000 children in 2011, more than double the non-Indigenous rate of 86.1 deaths per 100 000. This was a significant decrease in Indigenous child deaths from 252.3 deaths per 100 000 in 1998. There was also a significant decrease for non-Indigenous children from 113.3 deaths per 100 000 in 1998.

The gap is narrowing in child death rates

While both Indigenous and non-Indigenous child death rates fell from 1998 to 2011, the Indigenous rate fell faster. So, the gap narrowed from 1998 to 2011.

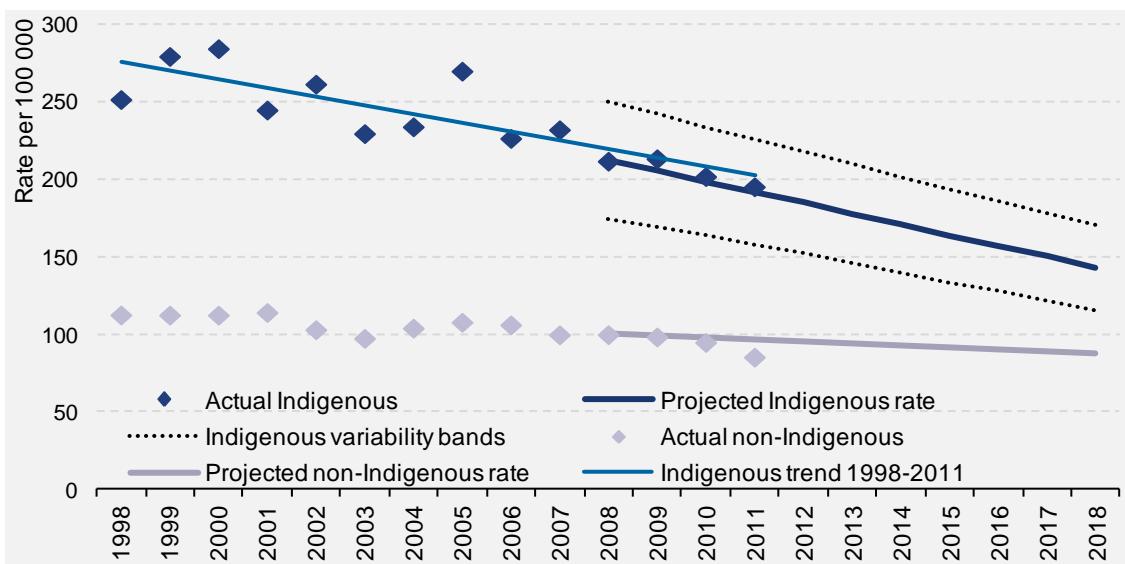
The Indigenous child death rate decreased by an average of 5.7 deaths per 100 000 per year between 1998 and 2011. In contrast, for non-Indigenous children the rate decreased by 1.7 deaths per 100 000 per year. The gap reduced from 139.0 deaths per 100 000 in 1998 to 109.9 deaths per 100 000 in 2011.

Although 2008 is the baseline, we have used data from 1998 to 2011 to get a more reliable indication of progress. Numbers of child deaths are small and four years' data is too short a period to reliably show change.

The five-State total is on track to meet its 2018 target

Based on actual rates from 1998 to 2011, the child death rate is projected to be 162.6 deaths per 100 000 in 2018. The 2018 target is 143.4 deaths. However, there is an acceptable range of values for the target (variability band) so that if the result falls within the range, the target will be met. The projection falls within the range (116–170) so the five-State total is currently on track. However, given how close the projection (163) is to the upper end of the range (170), this result could easily change next year if there was an unusually low or high result.

Figure 2.1 Child death rate, NSW, Queensland, Western Australia, South Australia and the Northern Territory combined, actual 1998 to 2011 rate and projection from 2008 to 2018



Source: ABS & AIHW—see Appendix D.

The five-State total was also in line with its 2011 progress point for child death rates

A progress point is an annual point along the trajectory to the 2018 target. The target and progress points are given as both single numbers and as ranges. The ranges, or variability bands, take account of uncertainty in the data. The variability band can be thought of like a range of values that count as meeting the progress point.

The 2011 Indigenous death rate (196 deaths per 100 000) lies within the acceptable range for the 2011 progress point (158 to 226 deaths per 100 000) so the progress point was met. For more information on trajectories see Appendix B.

Children and infants

Rates for child, infant and perinatal deaths were highest in the Northern Territory.

To allow comparison of data for individual jurisdictions we have used combined data for the five-year period 2007–2011. Data for single years are not available as there are small numbers of child deaths in each jurisdiction. In five years, the number of deaths of Indigenous children ranged from 34 in South Australia to 218 in Queensland.

The Indigenous child death rate was highest in the Northern Territory

Over the five year period, 2007–2011, for the five-State total, there were 638 deaths of Indigenous children, a rate of 211.9 deaths per 100 000 children. In comparison, the non-Indigenous child death rate was 95.4 deaths per 100 000 children.

The highest rate for Indigenous children was in the Northern Territory (311.9 deaths per 100 000 children). The next highest was in Western Australia (249.7 deaths). The lowest rate was in NSW (155.8 deaths).

Figure 2.2 Child (0–4 years) death rates, 2007–2011



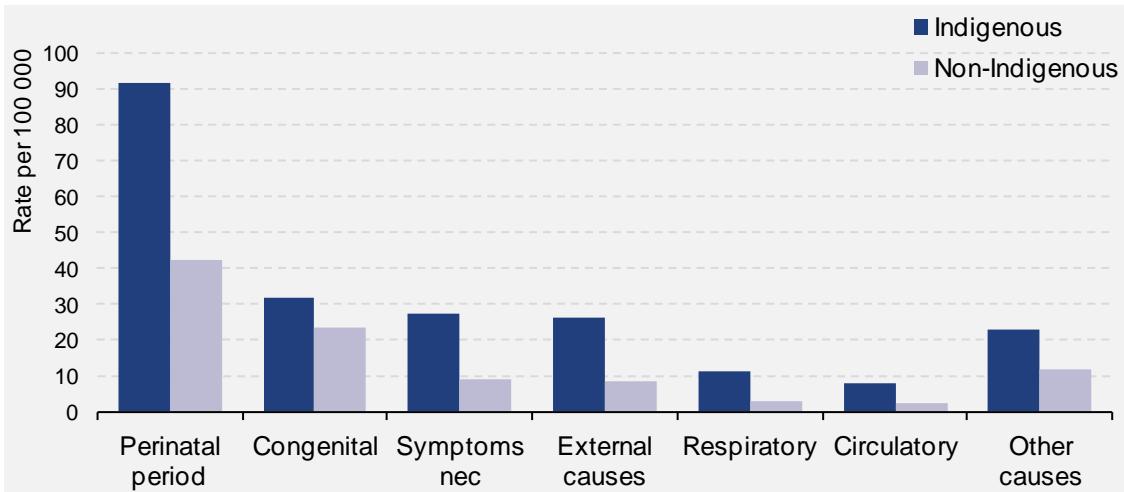
Source: ABS—see Appendix D.

Conditions originating in the perinatal period were the leading cause of death for Indigenous children

The Indigenous child death rate for conditions originating in the perinatal period (91.7 deaths per 100 000) was more than double that for non-Indigenous children (42.2 deaths per 100 000) in 2006–2010. These conditions include complications of pregnancy, labour and delivery, low birth weight and birth trauma.

Symptoms not elsewhere classified (which includes SIDS) and deaths due to external causes (which includes accidents and assault) were the third and fourth most common causes of death. Rates were three times as high for Indigenous children as for non-Indigenous children.

Figure 2.3 Selected causes of death, children (0–4 years), five-State total 2006–2010



Note: For definitions of causes of death see Appendix C.
nec not elsewhere classified.

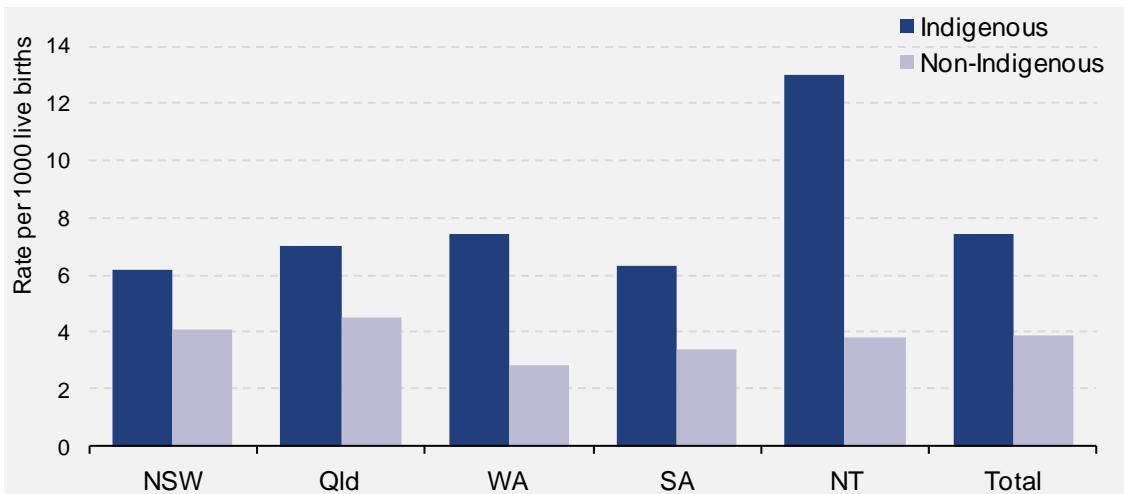
Source: ABS—see Appendix D.

The Indigenous infant death rate was highest in the Northern Territory

Overall, there were 526 deaths of Indigenous infants in the 2007–2011 five year period, a rate of 7.4 deaths per 1000 live births. The non-Indigenous rate was 3.9 deaths per 1000 live births.

The lowest Indigenous infant death rates were in NSW (6.2 deaths per 1000 live births) and South Australia (6.3 deaths per 1000 live births). The highest rate was in the Northern Territory (13.0 per 1000 live births).

Figure 2.4 Infant (less than 1 year) death rates, 2007–2011



Source: ABS—see Appendix D.

Indigenous perinatal death rates were highest in the Northern Territory

Perinatal deaths are still births and deaths within the first 28 days of life. For the five-State total, there were 810 Indigenous perinatal deaths in the five year period 2006–2010, a rate of 12.0 deaths per 1000 births. The non-Indigenous rate was 8.1 deaths per 1000 births. The highest Indigenous rates were in the Northern Territory (21.2 deaths per 1000 births) followed by Queensland (14.6 deaths) and the lowest were in South Australia (4.7 deaths per 1000 births) followed by NSW (8.7 deaths).

Determinants of child health

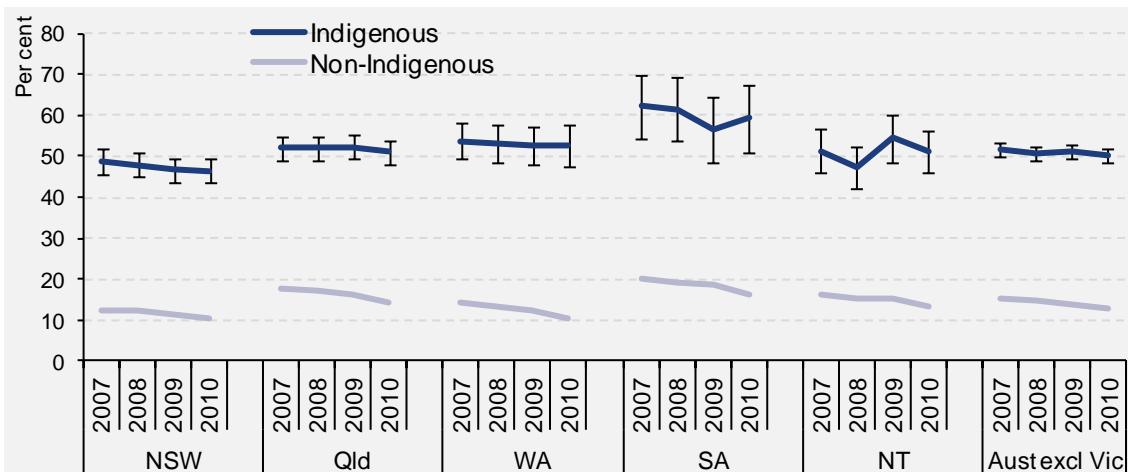
Half of Indigenous mothers smoked during pregnancy. Half of Indigenous mothers attended an antenatal visit in the first trimester. Indigenous babies were twice as likely to be born with low birth weight as non-Indigenous babies.

49.3% of Indigenous mothers smoked during pregnancy

Nationally, in 2010, 49.3% of Indigenous and 12.5% of non-Indigenous mothers smoked during pregnancy. The rates for Indigenous mothers varied from 39.8% (Victoria) to 59.3% (South Australia). Non-Indigenous rates were between 10.5% (NSW) and 16.3% (South Australia). (Data for Tasmania and the ACT are excluded due to small numbers of Indigenous mothers.)

There were no significant changes for Indigenous mothers between 2007 and 2010. The gap for Australia, excluding Victoria, was stable at 36.5 percentage points in 2007 and 37.6 percentage points in 2010. In contrast, there were significant improvements for non-Indigenous mothers in NSW, Queensland, Western Australia, South Australia and for Australia. (Australia excludes Victoria as data for 2007 and 2008 are not available.)

Figure 2.5 Tobacco smoking during pregnancy, 2007–2010



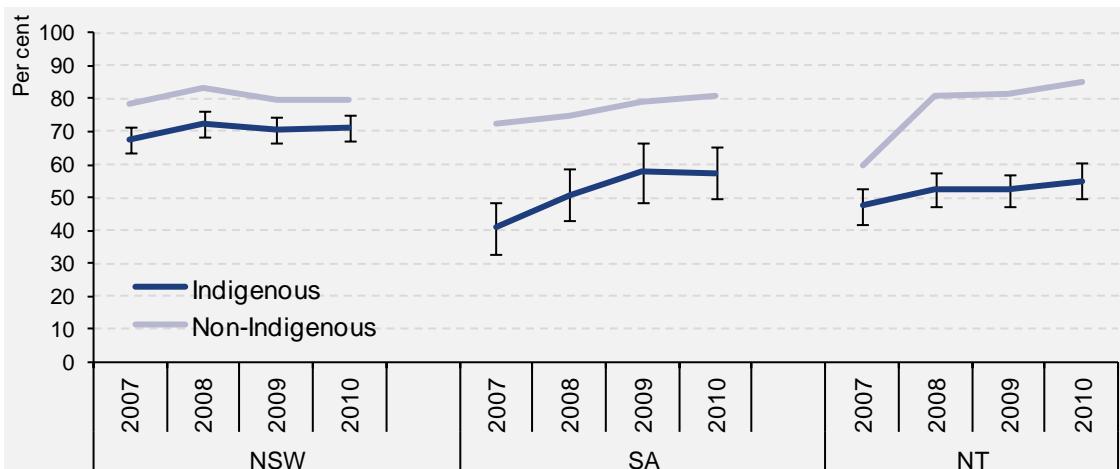
Source: AIHW—see Appendix D.

52.2% of Indigenous mothers attended an antenatal visit in the first trimester

In 2010, 52.2% of Indigenous and 69.3% of non-Indigenous mothers attended an antenatal visit in the first trimester (13 weeks). The highest Indigenous rate (71.3%) and the lowest gap (8.6 percentage points) were in NSW. The lowest rate was in Western Australia (29.5%) but the largest gap was in the Northern Territory at 29.8 percentage points. (Due to data quality issues the Australian total in 2010 excludes Tasmania.)

Data from 2007 to 2010 are only available for NSW, South Australia and the Northern Territory. In South Australia, the rate significantly increased from 40.7% in 2007 to 57.6% in 2010 for Indigenous mothers and from 72.5% to 80.8% for non-Indigenous mothers. In the other two jurisdictions rates did not significantly change when comparing 2007 with 2010.

Figure 2.6 Attendance at an antenatal visit in the first trimester (13 weeks), 2007–2010



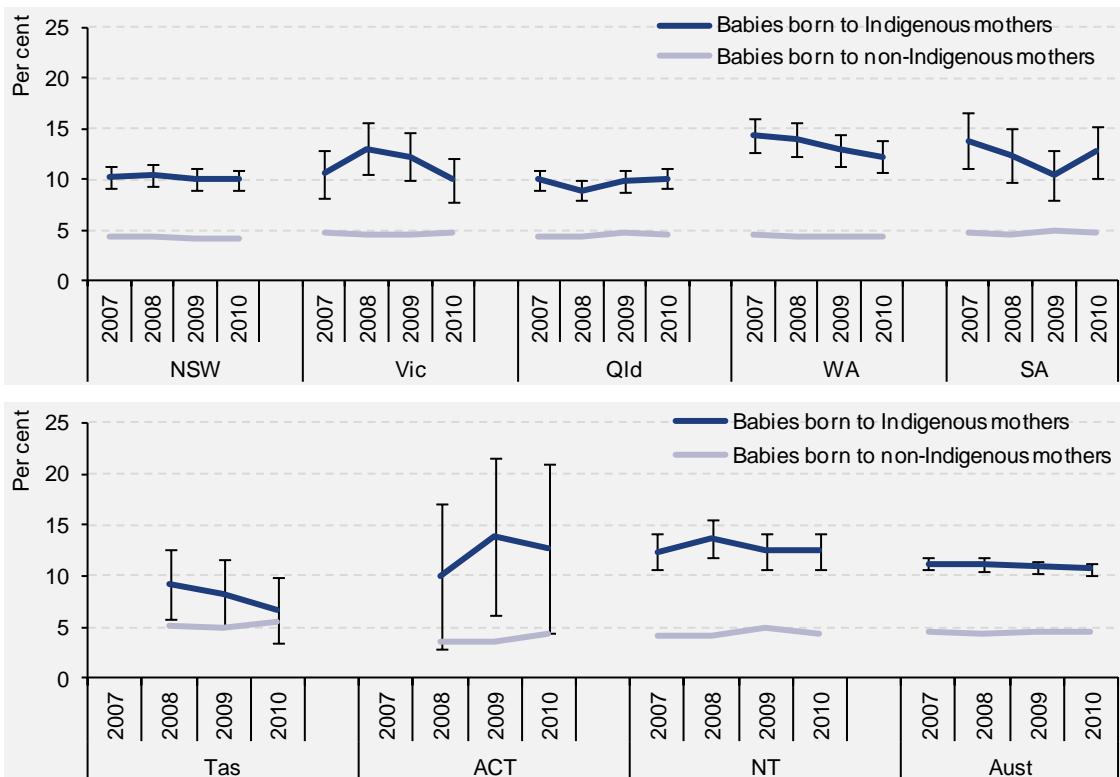
Source: AIHW—see Appendix D.

Babies born to Indigenous mothers were twice as likely to have low birth weight

Nationally, in 2010, the proportion of babies with low birth weight born to Indigenous mothers was 10.7% compared to 4.5% of babies born to non-Indigenous mothers. The proportion for babies born to Indigenous mothers ranged from 6.6% in Tasmania to 12.7% in South Australia and the ACT. In contrast, the range for babies with low birth weight born to non-Indigenous mothers was between 4.2% in NSW and 5.5% in Tasmania.

The national gap was 6.8 percentage points in 2007 and 6.2 percentage points in 2010. There were no significant changes between 2007 and 2010 for babies born to either Indigenous or non-Indigenous mothers.

Figure 2.7 Babies with low birth weight, 2007–2010



Source: AIHW—see Appendix D.

Chapter 3.

Early childhood education

This chapter reports preschool enrolment and attendance, and how close Australia is to ensuring that all Indigenous four year olds in remote communities have access to early childhood education by 2013.

How this chapter links to the National Indigenous Reform Agreement

Section in this	Measures of performance	Target
The 2013 target	<ul style="list-style-type: none">Proportion of Indigenous children who are enrolled in and attending a preschool program in the year before formal schooling	<ul style="list-style-type: none">Ensuring all Indigenous four year olds in remote communities have access to early childhood education by 2013

Like to know more about the indicators?

Appendix A outlines the structure of the National Indigenous Reform Agreement and details the indicators and benchmarks under the agreement that are not included in this report in detail, either due to data quality and availability issues, or because there was little change in performance year on year.

Key findings

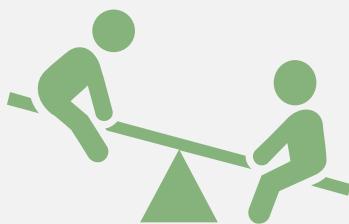
This year, we report baseline data on Indigenous preschool enrolment and attendance from the 2011 National Early Childhood Education and Care Collection (NECECC). The 2011 NECECC aims to report accurately on the number of children who have received a preschool program within a representative reference week. For information on the data sources see Appendix B. Definitions of terms like 'enrolment', 'attendance' and 'preschool' are at Appendix C.

In 2011, 91% of Indigenous children in remote communities were enrolled in a preschool program in the year before school, and 82% attended.

The result for remote communities is close to COAG's target. Only 4 percentage points improvement is needed to achieve the desired target of 95% preschool enrolment in remote communities by 2013.

Preschool enrolment is higher in remote communities than in regional communities (76%) and major cities (63%).

Summary of key findings in this chapter



91% of Indigenous children in remote communities were enrolled in preschool



Only 4 percentage points improvement is needed to reach 95% enrolment in remote communities by 2013



Enrolment is higher in remote communities than in major cities and regional areas

The 2013 target

COAG is close to its target of ensuring universal access to early childhood education in remote communities by 2013. However, access rates are lower in regional areas and major cities.

In 2011, 91% of Indigenous children in remote areas were enrolled in preschool

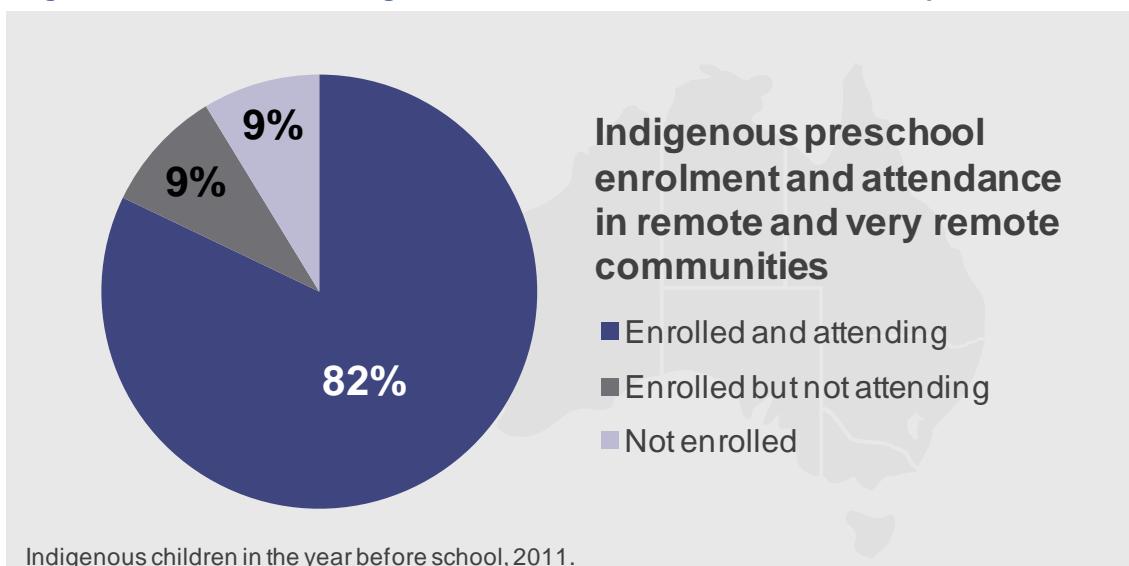
COAG's target is to ensure that all Indigenous four year olds in remote communities have access to early childhood education by 2013.

This year, we report baseline data from the 2011 National Early Childhood Education and Care Collection (NECECC) on the proportion of Indigenous children who are enrolled in and attending a preschool program in the year before formal schooling. In the coming years the council will have data to report preschool enrolment and attendance results for 2012 and for the target year, 2013.

In 2011, around 22% of Indigenous four year olds (2998 children) lived in remote areas. As at 1 July 2011, 91% of Indigenous children in remote areas were enrolled in a preschool program in the year before school, and 82% attended.

An improvement of only 4 percentage points is required between 2011 and 2013 to achieve 95% enrolment. This is a promising result.

Figure 3.1 Access of Indigenous children in remote communities to preschool, 2011



Source: ABS—see Appendix D.

Indigenous children in remote communities are most likely to be at preschool

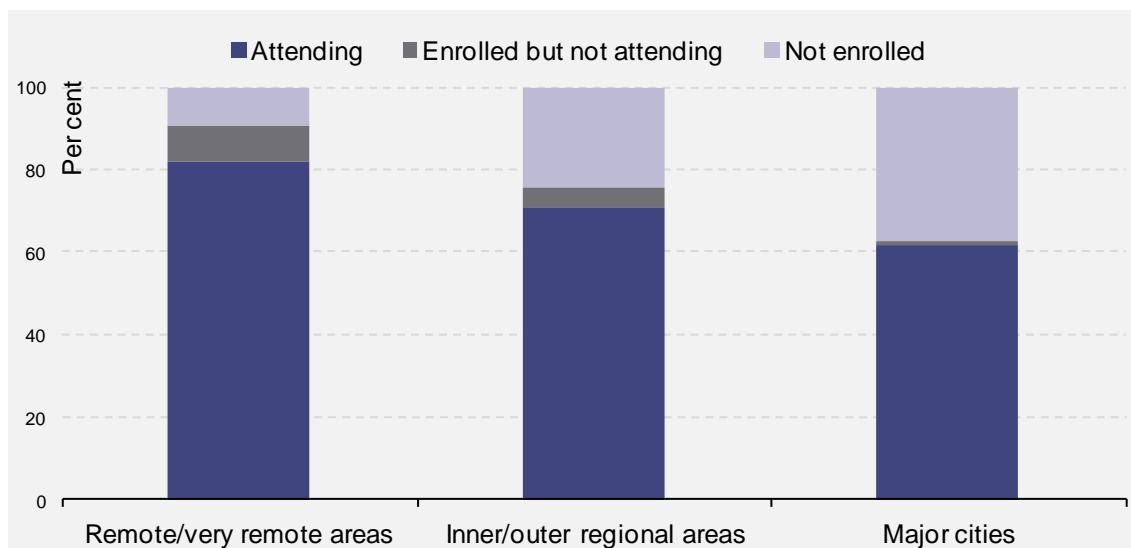
In remote areas, 9% of Indigenous four year olds were enrolled in a preschool program but were not attending. The difference between enrolment and attendance is wider in remote areas than in regional areas (5 percentage points) and in major cities (1 percentage point).

That said, regional areas and major cities had lower enrolment and attendance rates overall. Regional areas had 76% enrolment and 71% attendance. Major cities had 63% enrolment and 62% attendance.

When considering this result, it is important to note limitations in the NECECC. The 2011 NECECC has relatively limited non-government coverage. Government is more likely to provide preschool programs in remote areas than regional or city areas. Under-coverage of non-government providers may have contributed to apparently lower enrolment and attendance results in regional areas and major cities.

In the coming years the council will have data to report preschool enrolment and attendance results for 2012 and for the target year, 2013. Future changes in attendance patterns will be of particular interest.

Figure 3.2 Indigenous preschool enrolment and attendance, by remoteness, 2011



Source: ABS—see Appendix D.

A number of data limitations relating to the National Early Childhood Education and Care Collection are discussed at Appendix B to this report.

Chapter 4.

Literacy and numeracy

This chapter reports the gap between Indigenous and non-Indigenous students in reading and numeracy, the level of achievement of students, change over time and participation in testing.

How this chapter links to the National Indigenous Reform Agreement

Section in this chapter	Measures of performance	Target
The gap in 2012	<ul style="list-style-type: none"> Gap between Indigenous and non-Indigenous students at or above the national minimum standard 	
Change in the gap	<ul style="list-style-type: none"> Change in the gap between 2008 and 2012 	
Achievement and change	<ul style="list-style-type: none"> Achievement at or above the national minimum standard and change over time 	<ul style="list-style-type: none"> Halving the gap for Indigenous students in reading, writing and numeracy within a decade (by 2018)
Student improvement over time	<ul style="list-style-type: none"> Average scores for Year 3 in 2008, Year 5 in 2010 and Year 7 in 2012. 	
Participation in NAPLAN testing	<ul style="list-style-type: none"> Participation rate in the reading test and change over time Rates of absent, exempt and withdrawn students in the reading test and change over time 	

Like to know more about the indicators?

Appendix A outlines the structure of the National Indigenous Reform Agreement and details the indicators and benchmarks under the agreement that are not included in this report in detail, either due to data quality and availability issues, or because there was little change in performance year on year.

Key findings

The gap is the difference between the achievement in reading and numeracy by Indigenous and non-Indigenous students at or above the national minimum standard. The target to halve the gap within a decade has a baseline year of 2008 and a target year of 2018.

Indigenous students were less likely to participate in testing than non-Indigenous students. This may affect results, as discussed at the end of this chapter.

Nationally, between 2008 and 2012, the gap in reading between Indigenous and non-Indigenous students decreased in Years 3, 5 and 7 but it increased in Year 9.

While the gap decreased in most jurisdictions in Years 3, 5 and 7, it only decreased in Year 9 in Victoria, South Australia and the ACT.

Between 2008 and 2012, performance improved in reading in Year 3 in Queensland, Western Australia and at the national level. There were no other improvements in Year 3 or in any jurisdiction in Years 5, 7 and 9.

Nationally, in numeracy, the gap between Indigenous and non-Indigenous students increased in Years 3, 5 and 7 between 2008 and 2012. However, there was a decrease in the gap in Year 9. In all jurisdictions, the gap increased in Years 3 and 7. The gap also increased in Year 5 in all jurisdictions except NSW. In Year 9, the gap increased in NSW and Tasmania.

There were no improvements in achievement in any year in any jurisdiction or at the national level between 2008 and 2012. Achievement significantly declined in Year 3 in all jurisdictions except Queensland and the ACT.

The gap between Indigenous and non-Indigenous students widens with increasing remoteness. Achievement by both Indigenous and non-Indigenous students decreases with remoteness. However, it decreases more for Indigenous students.

Summary of key findings in this chapter



The gap decreased in most jurisdictions in reading



The gap increased in most jurisdictions in numeracy



Achievement decreases with increasing remoteness

The gap in 2012

Nationally, the gap between Indigenous and non-Indigenous students in reading and numeracy across Years 3, 5, 7 and 9 ranged from 20 to 28 percentage points.

The gap in reading was lowest in NSW, Victoria, Tasmania and the ACT

Nationally, in 2012, the gap between Indigenous and non-Indigenous students in reading at or above the national minimum standard was between 19.7 and 28.4 percentage points across all four year levels. The gap was highest in the Northern Territory. In that jurisdiction it ranged from 51.2 percentage points (Year 3) to 61.6 percentage points (Year 5). Western Australia also had gaps above the national average, ranging from 26.3 to 38.8 percentage points.

The smallest gaps were in NSW, Victoria, Tasmania and the ACT (between 5.3 and 18.6 percentage points).

The gap in numeracy was also lowest in NSW, Victoria, Tasmania and the ACT

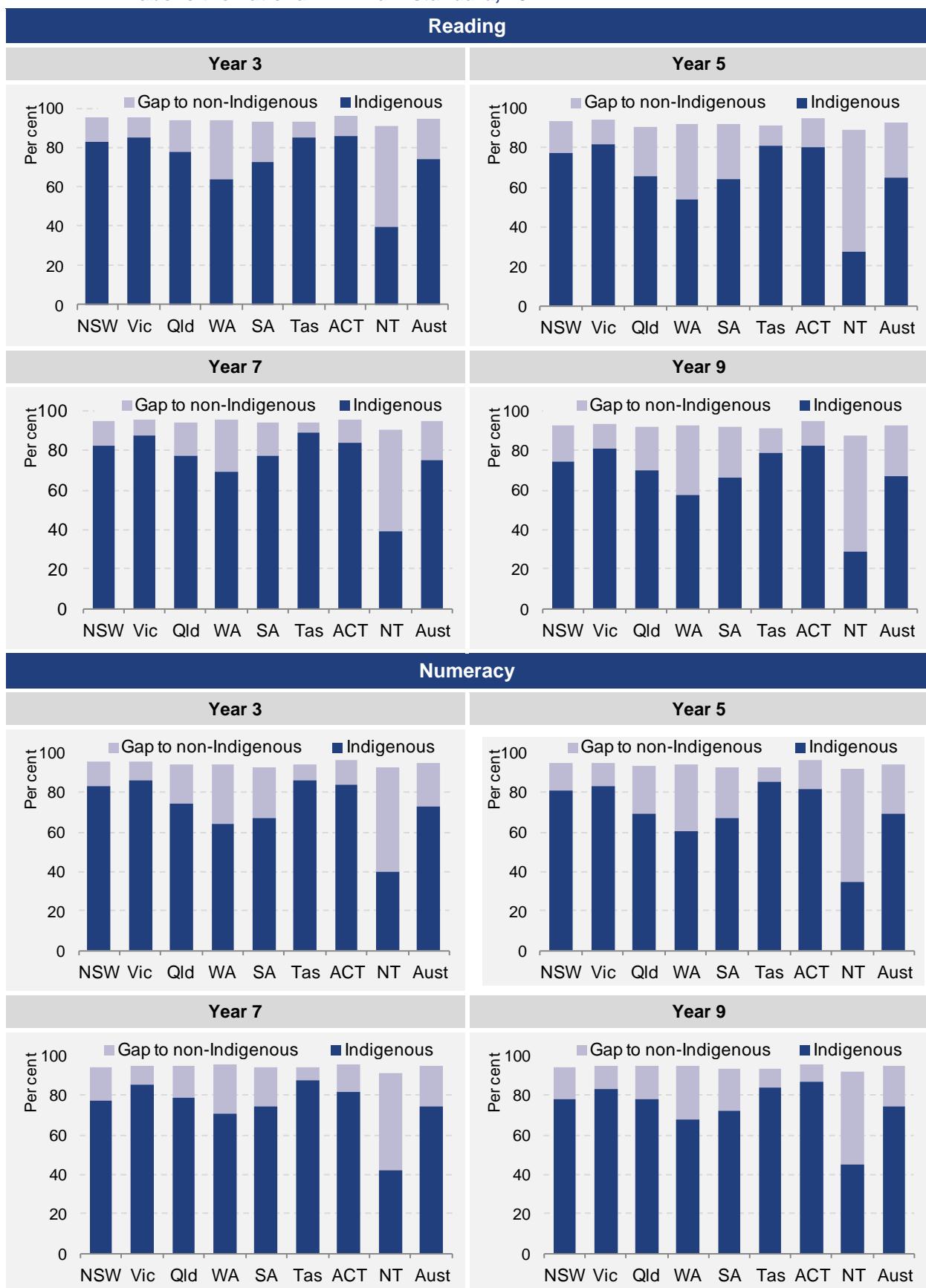
Nationally, in 2012, the gap in numeracy at or above the national minimum standard was between 20.5 and 25.4 percentage points across all four year levels. Like reading, the gap was highest in the Northern Territory, ranging from 47.5 to 57.4 percentage points. In Western Australia, the gap was between 24.6 and 33.7 percentage points.

It was lowest in NSW, Victoria, Tasmania and the ACT (between 6.1 and 17.0 percentage points).

The gap increases with increasing remoteness

Achievement in reading and numeracy decreases with increasing remoteness. Also, the gap between Indigenous and non-Indigenous students increases with remoteness. In other words, Indigenous achievement falls more with increasing remoteness than does non-Indigenous achievement.

Figure 4.1 Gap between Indigenous and non-Indigenous students, proportion at or above the national minimum standard, 2012



Source: ACARA—see Appendix D.

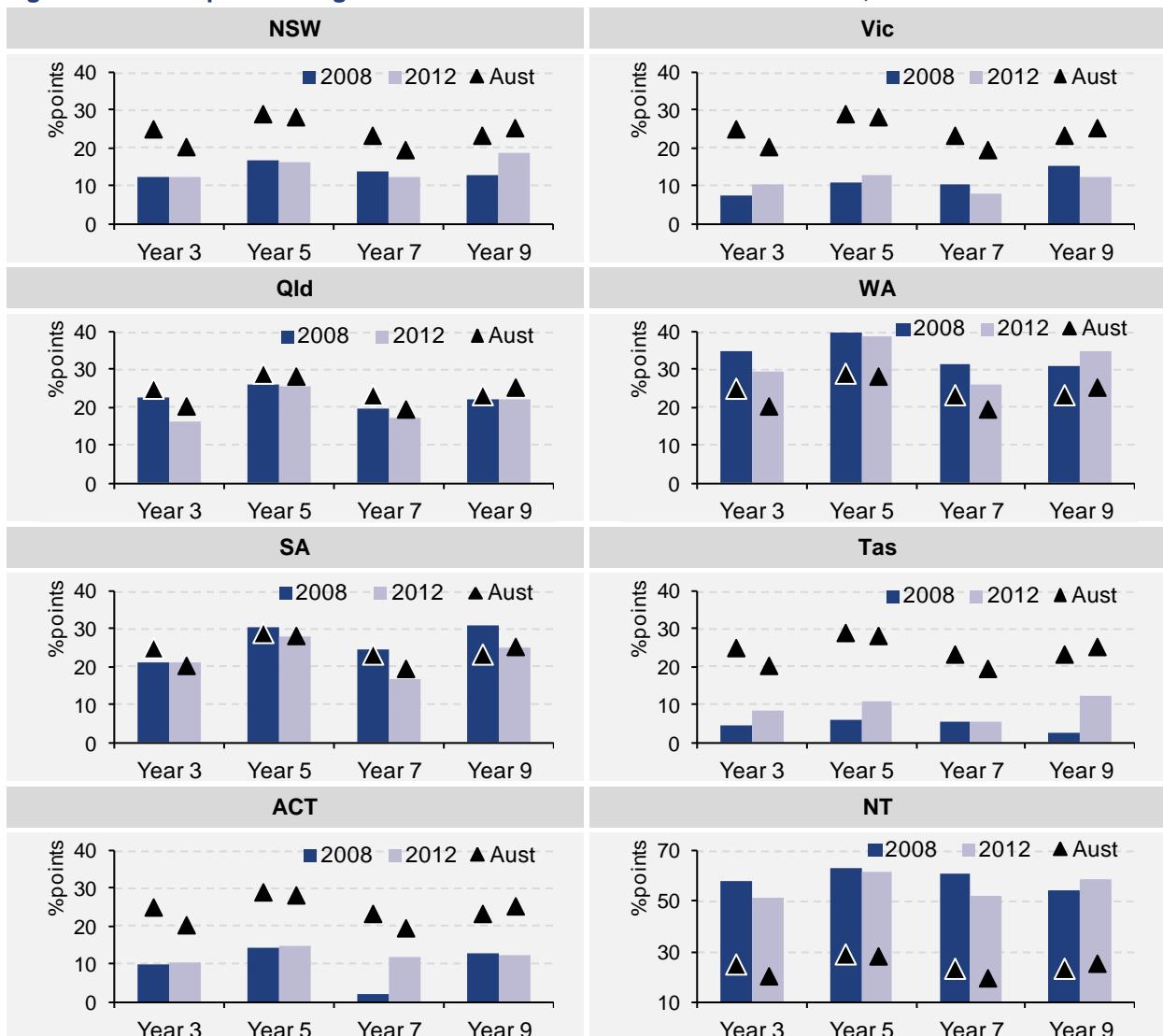
Change in the gap

Nationally, the gap in reading decreased in Years 3, 5 and 7 but increased in Year 9. For numeracy, nationally the gap increased in Years 3, 5 and 7 but decreased in Year 9.

The gap in reading decreased for most jurisdictions and year levels

The gap in reading achievement between Indigenous and non-Indigenous students has mostly fluctuated across all jurisdictions and year levels over time. However, comparing just 2008 with 2012, the gap for Australia improved in Years 3, 5 and 7 but worsened in Year 9.

Figure 4.2 Gap in reading at or above the national minimum standard, 2008 and 2012

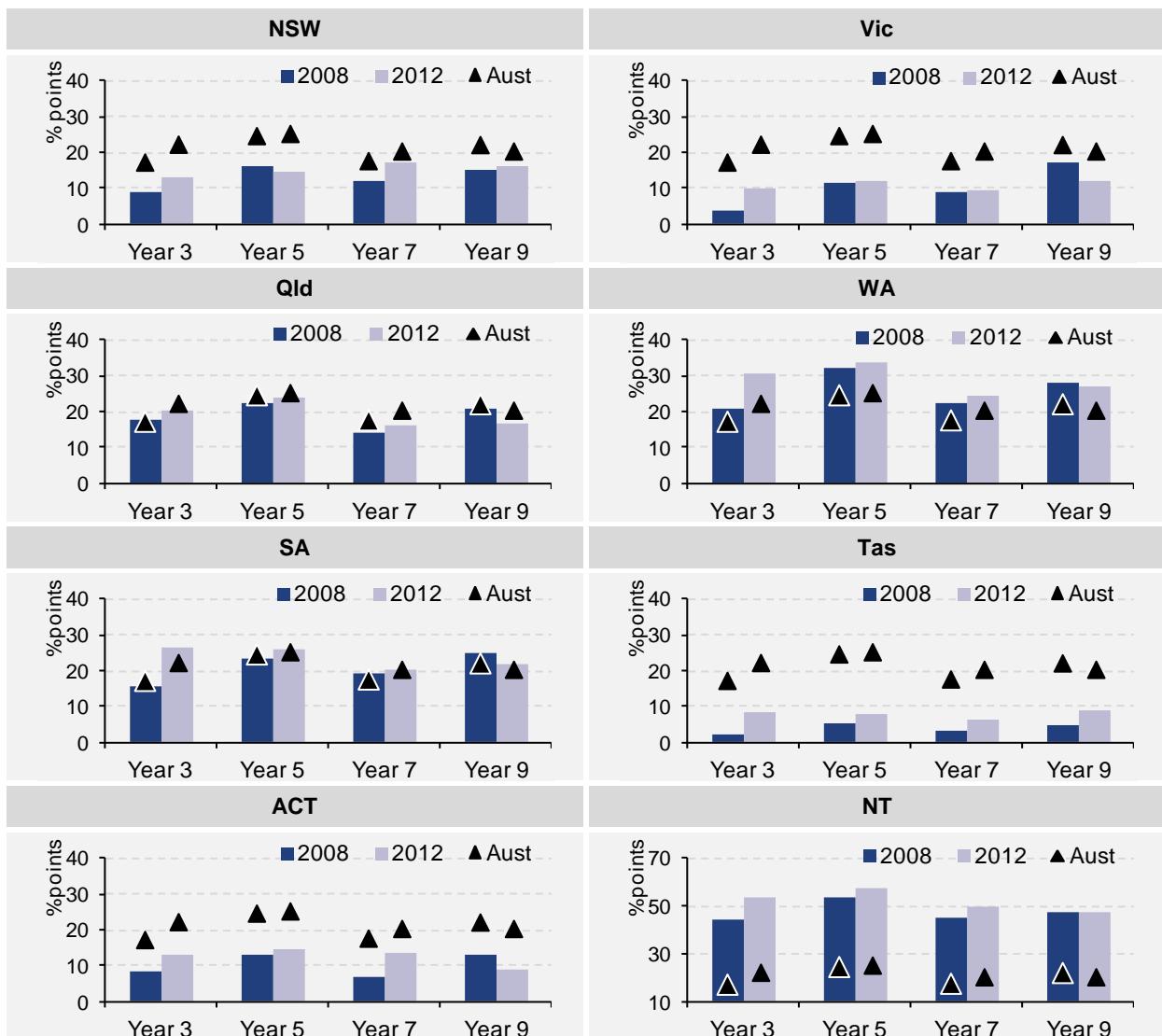


Note: A different scale is used for the Northern Territory.
Source: ACARA—see Appendix D.

The gap in numeracy widened in most jurisdictions and year levels

The gap in numeracy achievement between Indigenous and non-Indigenous students has mostly fluctuated across all jurisdictions and year levels over time. However, comparing just 2008 with 2012, the gap increased for Australia in Years 3, 5 and 7 and decreased in Year 9. The gap increased in all jurisdictions in Years 3 and 7.

Figure 4.3 Gap in numeracy at or above the national minimum standard, 2008 and 2012



Note: A different scale is used for the Northern Territory.

Source: ACARA—see Appendix D.

Progress points will become harder to meet for some jurisdictions

To date, governments have met most of their agreed progress points—annual markers along the path to the target. Nationally, four out of eight progress points were met (Years 3, 5 and 7 reading and Year 9 numeracy). However, for some jurisdictions, the agreed progress points become considerably higher in future years and will become harder to meet. This especially affects Queensland, Western Australia and the Northern Territory. For more information on the progress points see Appendix B.

Achievement and change

Over five years, between 2008 and 2012, there were few significant changes in achievement in reading over time and no improvements in numeracy.

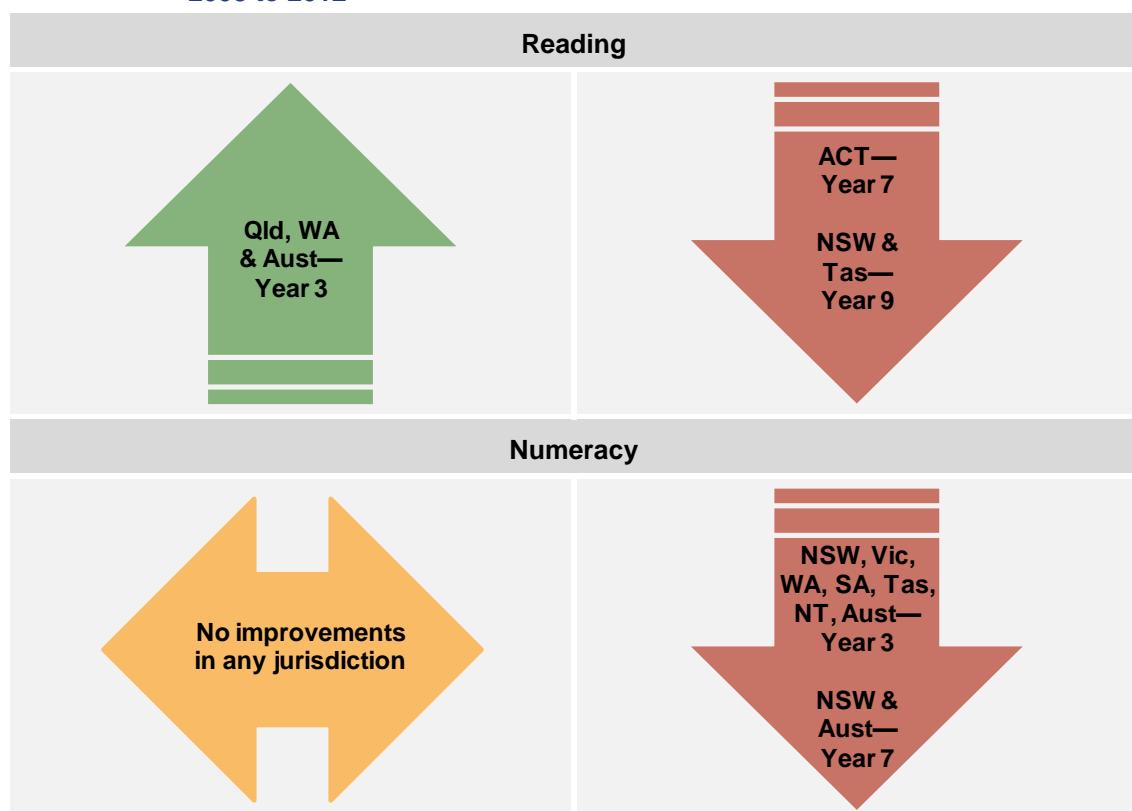
For Year 3 reading, Queensland, Western Australia and the national average significantly improved

Between 2008 and 2012, in Year 3 reading, the proportion of students achieving at or above the national minimum standard in Queensland significantly increased by 11.5 percentage points to 77.7%. This was the largest increase in any year. The largest significant decrease was in Tasmania in Year 9 (11.8 percentage points to 78.9%).

The situation in numeracy was worse with either no changes or significant decreases in achievement

Between 2008 and 2012, the Northern Territory had the largest significant decrease in Year 3—achievement fell by 12.9 percentage points to 39.5%. Also significant was the decrease in South Australia in Year 3, of 12.5 percentage points to 66.7%.

Figure 4.4 Significant changes in Indigenous reading and numeracy achievement, 2008 to 2012



Source: ACARA—see Appendix D.

Between 2008 and 2012, there was no improvement in Indigenous numeracy

In Year 3 in all jurisdictions except Queensland and the ACT, numeracy achievement fell between 2008 and 2012. In Year 7, results also decreased in NSW and the national average.

Between 2011 and 2012, results in Year 3 fell in NSW, Queensland, Western Australia, South Australia, the Northern Territory and the national average. Results decreased in Queensland, Western Australia, South Australia, the Northern Territory and the national average in Year 5.

NAPLAN is a large-scale standardised testing program. There are a limited number of items in the NAPLAN tests and the difficulty of the items is aligned to the range of student ability. This means there are more test items that focus on measuring average ability than there are to measure both low and high student performance. Because of this, there is greater variability in measuring the outcomes of very low and very high performing students from year to year.

The changes in 2012 are relatively small and are not consistent with the pattern of previous years (Figure 4.5). As there is no clear trend, the results should be interpreted with caution.

Figure 4.5 Change in numeracy, 2008 to 2012 and 2011 to 2012, percentage points

	Indigenous				Non-Indigenous			
	2008 to 2012							
	Year 3	Year 5	Year 7	Year 9	Year 3	Year 5	Year 7	Year 9
NSW	-5.7	1.9	-6.9	-2.2	-1.6	0.0	-2.0	-0.9
Vic	-7.1	-0.1	-2.2	4.7	-0.9	0.3	-1.5	-0.3
Qld	-1.4	0.0	-3.1	4.9	0.9	1.4	-1.0	1.0
WA	-11.6	-1.2	-3.3	1.5	-1.6	0.4	-1.0	0.4
SA	-12.5	-1.7	-1.8	3.3	-1.6	1.0	-1.1	0.1
Tas	-8.5	-2.5	-4.6	-4.2	-2.3	0.2	-1.6	0.2
ACT	-4.4	-0.8	-8.4	3.0	0.1	0.9	-1.9	-1.2
NT	-12.9	-3.4	-8.4	-1.4	-3.6	0.7	-4.0	-1.4
Aust	-5.9	0.0	-4.2	1.7	-0.9	0.6	-1.5	-0.1
	2011 to 2012							
	Year 3	Year 5	Year 7	Year 9	Year 3	Year 5	Year 7	Year 9
NSW	-6.3	-2.6	-2.9	3.2	-1.1	-0.8	-0.5	0.6
Vic	-3.7	-2.9	-0.6	2.8	-0.7	-0.6	-0.8	0.4
Qld	-12.8	-8.3	-2.0	3.6	-1.8	-1.4	-0.8	0.6
WA	-15.9	-6.6	-1.3	0.4	-2.0	-1.3	-0.8	1.1
SA	-12.3	-7.4	-2.3	3.8	-1.7	-1.3	-0.4	1.2
Tas	-4.2	-1.6	4.6	4.0	-1.4	-1.4	0.1	1.2
ACT	-4.9	-4.5	2.3	3.8	0.2	0.6	-0.7	0.8
NT	-19.8	-10.3	-2.0	2.3	-1.6	-2.3	-1.7	0.5
Aust	-10.9	-6.0	-2.1	2.2	-1.3	-0.9	-0.6	0.6

Note: Red shading is a significant decrease.
A similar table for reading is in Figure A.9.

Source: ACARA—see Appendix D.

Student improvement over time

Indigenous students who were in Year 3 in 2008 started with lower average test results in reading than non-Indigenous students. By Year 7 (from 2008 to 2012), they had improved at about the same rate as non-Indigenous students.

The performance of a group of students can be tracked over time. For instance, Year 3 students in 2008 become Year 5 students in 2010 and then Year 7 students in 2012. It should be noted, however, that the membership of the groups of students will not be exactly the same in each year particularly as students may move between jurisdictions.

Figure 4.6 shows the average reading scores of students who were in Year 3 in 2008, Year 5 in 2010 and Year 7 in 2012 for each jurisdiction. We have focused on this group due to the increased effort directed to improving schooling in the earlier years.

Students improved faster between Years 3 and 5 than they did between Years 5 and 7. This is to be expected as there is more learning to be gained in the earlier years.

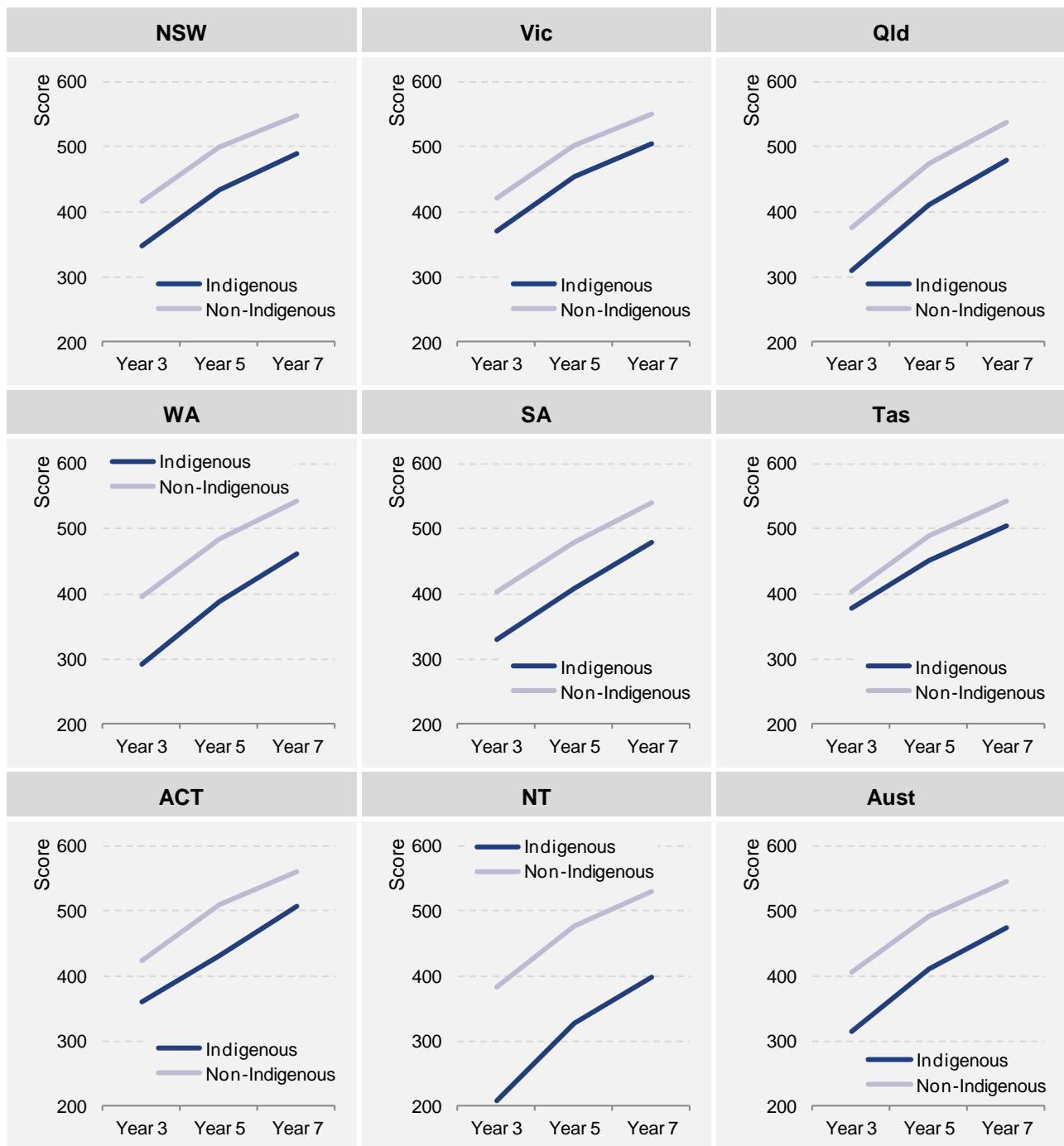
Nationally, the score for Indigenous students increased by an average of 161.1 points. For non-Indigenous students the score increased by an average of 140.0 points. As the gain for Indigenous students was greater than for non-Indigenous students, the gap slightly narrowed by 21.1 points. However, more improvement is possible from lower NAPLAN starting scores, and Indigenous average scores are lower than non-Indigenous average scores.

The largest reduction was in the Northern Territory where the difference between the Indigenous gain (189.2 points) and the non-Indigenous gain (148.3 points) was 40.9 points. In Western Australia, which had the next largest reduction, the difference was 20.5 points. In all other jurisdictions, the difference in improvement between Indigenous and non-Indigenous students was around 10 points or less.

However, the Northern Territory and, to a lesser extent, Western Australia, have lower starting scores, meaning more improvement is possible. Conversely, in Victoria, Tasmania and the ACT, higher starting scores mean that improvement is more difficult to achieve. Because of this it is not possible to assess which jurisdictions are improving faster than others.

This is an area which we will continue to monitor over time to see if there are changes in future groups of children.

Figure 4.6 Average scores, reading, students in Year 3 in 2008, Year 5 in 2010 and Year 7 in 2012



Source: ACARA—see Appendix D.

Participation in NAPLAN testing

Participation by Indigenous students is uniformly lower than for non-Indigenous students.

Nationally, participation was lowest in Year 9

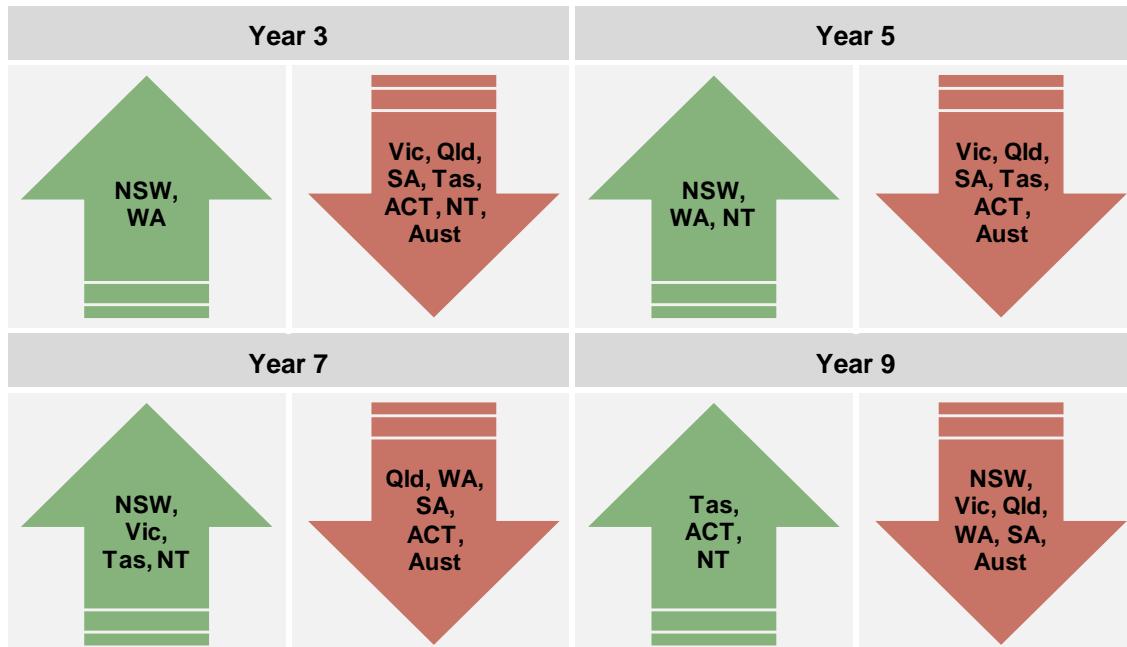
In 2012, the national participation rate in Year 9 in the reading test for Indigenous students was 77.1%. Rates varied from 66.0% in Year 9 in the Northern Territory to 96.3% in Year 5 in Tasmania in 2012. For non-Indigenous students, participation varied from 90.7% in Year 9 in South Australia to 97.6% in Year 5 in NSW. Reading has been chosen as there is little variation in participation between other literacy and numeracy domains.

In a previous report, we said that participation in testing can have an effect on achievement for a jurisdiction (COAG Reform Council 2012, pp. 12–13). Low participation also means that the results do not properly represent all students.

Reading participation rates for Indigenous students were generally higher in NSW, Queensland and Tasmania. They were lower in Victoria, Western Australia, South Australia and the ACT. The Northern Territory recorded the lowest participation rates.

Participation rates decreased nationally in all year levels from 2008 to 2012. There were also decreases in all year levels in Queensland and South Australia.

Figure 4.7 Change in Indigenous participation rates in reading, 2008 to 2012



Source: ACARA—see Appendix D.

Most students who were not assessed were absent from school on the test day

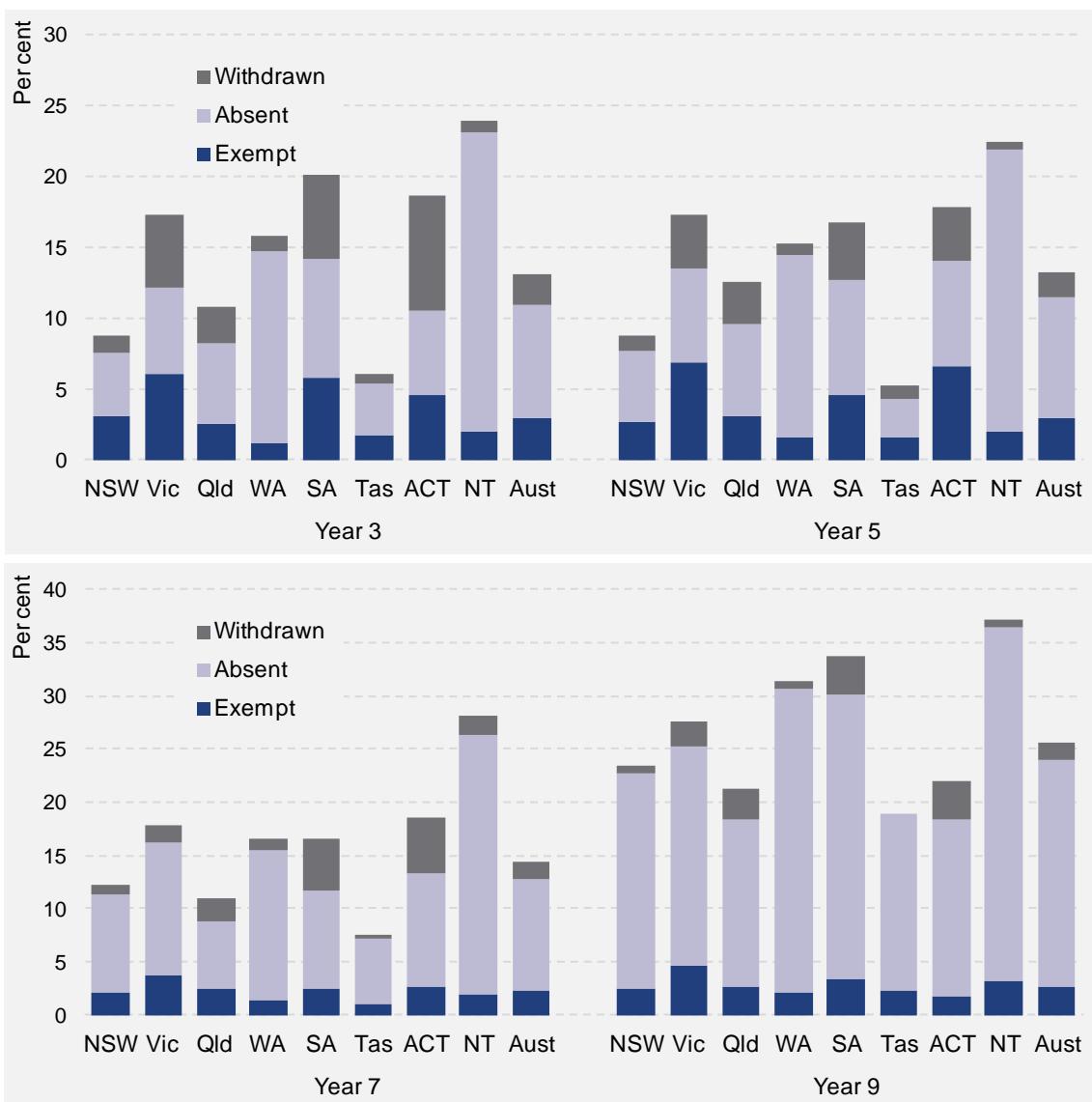
In 2012, the Northern Territory had the highest absent rates in each year level, between 19.9% (Year 5) and 33.2% (Year 9). Tasmania had the lowest absent rates in Years 3, 5 and 7 (3.7%, 2.8% and 6.1%, respectively). In Year 9, Queensland had the lowest rate (15.7%). Nationally, for Indigenous students in Year 9 reading, 21.2% of students were absent. Rates in Year 9 were highest in all jurisdictions.

Small proportions of students were exempt or withdrawn

Exempt students are those with a language background other than English who arrived from overseas less than a year before the tests and students with significant intellectual disabilities. Students may be withdrawn from testing by their parent/carer. Withdrawals are intended to address issues such as religious beliefs and philosophical objections to testing.

Although the proportions of Indigenous students who were exempt or withdrawn were small, there was variation by jurisdiction. Higher rates for both were more common in Victoria, South Australia and the ACT.

Figure 4.8 Not assessed Indigenous students, reading test, 2012



Source: ACARA—see Appendix D.

Chapter 5.

Year 12 or equivalent attainment

This chapter reports changes in the gap between Indigenous and non-Indigenous Year 12 or equivalent attainment, and whether the nation and each State and Territory is on track to halve this gap by 2020.

How this chapter links to the National Indigenous Reform Agreement

Section in this chapter	Measures of performance	Target
Halving the gap	<ul style="list-style-type: none">Proportion of 20–24 year olds having attained at least a Year 12 or equivalent Australian Qualification Framework Certificate II level (or above)	<ul style="list-style-type: none">Halving the gap for Indigenous people aged 20–24 in Year 12 attainment or equivalent attainment rates (by 2020)

Like to know more about the indicators?

Appendix A outlines the structure of the National Indigenous Reform Agreement and details the indicators and benchmarks under the agreement that are not included in this report in detail, either due to data quality and availability issues, or because there was little change in performance year on year.

Key findings

We use Census data to report on the rate of Year 12 or equivalent attainment in the population of Indigenous 20–24 year olds. There was a large increase in the Census count of Indigenous persons from 2006 to 2011. This is the result, in part, of the increased willingness of Indigenous persons to identify themselves as such in the Census. For information on how this may affect results see Appendix B.

The national gap between Indigenous and non-Indigenous Year 12 or equivalent attainment decreased by 4.4 percentage points between 2006 and 2011. The Northern Territory saw the largest narrowing of the gap of any jurisdiction (6.8 percentage points).

From 2006 to 2011, the rate of Indigenous Year 12 or equivalent attainment rose from 47.4% to 53.9%, an increase of 6.5 percentage points. Attainment rates improved in all States and Territories. The largest improvement was in the Northern Territory (10.4 percentage points) and the smallest was in Tasmania (0.7 percentage points).

Western Australia, South Australia, the ACT, the Northern Territory and the nation as a whole are on track to halve the gap by 2020. The Northern Territory achieved the best result, scoring 7.4 percentage points above its desired indicative attainment rate for 2011.

Summary of key findings in this chapter



The gap has decreased by 4.4 percentage points nationally



Indigenous attainment has risen 6.5 percentage points nationally



WA, SA, NT, ACT and the nation as a whole are on track to halve the gap by 2020

Halving the gap

Australia is on track to halve the gap in Year 12 or equivalent attainment by 2020. Of the States and Territories, Western Australia, South Australia, the ACT and the Northern Territory are on track.

More Indigenous young people are completing Year 12 or an equivalent

From 2006 to 2011, the Indigenous Year 12 or equivalent attainment rate rose from 47.4% to 53.9% nationally—decreasing the gap between Indigenous and non-Indigenous attainment by 4.4 percentage points. In 2011, there were 22 056 Indigenous 20 to 24 year olds with Year 12 or equivalent attainment, 6801 more than in 2006.

Attainment rates improved in all States and Territories. From 2006 to 2011, the largest improvement in the Indigenous attainment rate was in the Northern Territory (10.4 percentage points) and the smallest was in Tasmania (0.7 percentage points).

The gap narrowed the most in the Northern Territory in the period 2006–2011 (6.8 percentage points). While the gap widened slightly in Tasmania, it has the smallest gap of any jurisdiction.

Looking at a longer period (2001–2011) for context, both Indigenous and non-Indigenous Year 12 or equivalent attainment rates improved consistently in most States and Territories, with the strongest national improvements in the gap occurring in the period 2006–2011. Figure A.12 at Appendix B provides further context, showing Indigenous and non-Indigenous Year 12 or equivalent attainment rates from 2001 to 2011.

Figure 5.1 Change in the Year 12 or equivalent attainment gap 2006–2011

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Indigenous rate, 2011 (%)	55.9	61.5	62.5	45.3	50.7	57.9	71.1	28.7	53.9
Gap, 2011 (ppts)	29.9	26.8	23.2	39.2	31.9	20.5	20.4	51.9	32.1
Gap change, 2001–06 (ppts)	-0.9	0.9	-0.8	-0.9	-4.8	-0.7	3.6	-0.4	-1.2
Gap change, 2006–11 (ppts)	-4.0	-3.2	-3.1	-3.0	-4.0	+2.2	-4.4	-6.8	-4.4

Note: Green shading indicates that the gap decreased, red shading indicates that it increased.

Source: ABS—see Appendix D.

The nation and four States and Territories are on track to halve the gap in Year 12 or equivalent attainment

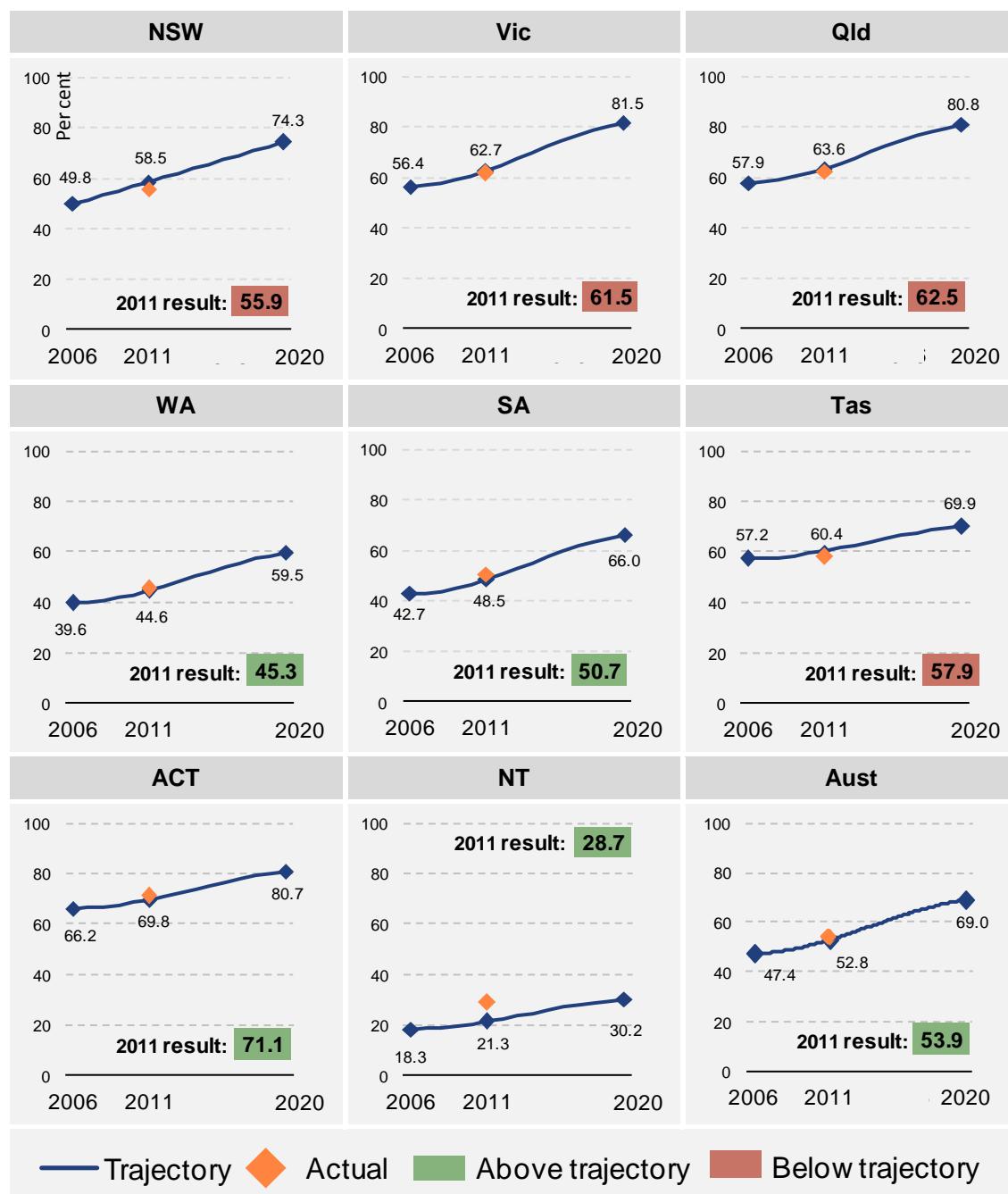
The nation and each State and Territory have indicative trajectories or paths which provide a visual guide from the baseline position in 2006 to the 2020 target. They are an indicative path only and are not intended to forecast actual performance at any point (COAG 2008, p. 76). Further information on the use of trajectories to measure performance is at Appendix B.

The 2020 target halves the gap between 2006 Indigenous attainment and non-Indigenous attainment in 2020. This takes into account improvements in overall Year 12 or equivalent attainment resulting from COAG's target of 90% attainment by 2015 (COAG 2008, p. 83).

In 2011, Australia's Indigenous Year 12 or equivalent attainment rate (53.9%) was above Australia's indicative trajectory for halving the gap. The intended trajectory moves from 47.4% attainment in 2006, to 52.8% in 2011, to 69.0% by 2020 (see COAG 2008, p. 84).

Western Australia, South Australia, the ACT and the Northern Territory all had results above their indicative trajectories for 2011. The Northern Territory achieved the largest improvement, scoring 7.4 percentage points above its desired indicative attainment rate.

Figure 5.2 Trajectories for Indigenous Year 12 or equivalent attainment, 2006–2020



Source: DEEWR (unpublished); ABS—see Appendix D.

Chapter 6.

Employment outcomes

This chapter reports changes in the gap in employment outcomes between Indigenous and non-Indigenous Australians, both for the nation and each State and Territory. It also reports the gap in post school qualifications, a leading indicator of employment outcomes.

How this chapter links to the National Indigenous Reform Agreement

Section in this chapter	Measures of performance	Target
Australia	<ul style="list-style-type: none"> Employment to population ratio for the working age population 	<ul style="list-style-type: none"> Halving the gap in employment outcomes between Indigenous and non-Indigenous Australians within a decade (by 2018)
States and Territories	<ul style="list-style-type: none"> Unemployment rate Labour force participation rate 	
Post school qualifications	<ul style="list-style-type: none"> Proportion of Indigenous 20–64 year olds with or working towards post school qualification in Australian Qualification Framework Certificate III level or above 	

Like to know more about the indicators?

Appendix A outlines the structure of the National Indigenous Reform Agreement and details the indicators and benchmarks under the agreement that are not included in this report in detail, either due to data quality and availability issues, or because there was little change in performance year on year.

Key findings

This report uses 2011 Census data to report on employment outcomes in the Indigenous working age population (15–64 year olds). The 2011 Census is not directly comparable to the baseline employment figures in our 2008–09 report—derived from the 2008 National Aboriginal and Torres Strait Islander Social Survey. There was also a large increase in the Census count of Indigenous persons from 2006 to 2011. This is the result, in part, of the increased willingness of Indigenous persons to identify themselves as such in the Census. For information on these matters, see Appendix B.

Between 2006 and 2011, the gap widened in employment, labour force participation and unemployment. In 2011, only 55.9% of Indigenous Australians of working age were participating in the labour force and only 46.2% were employed. By comparison, 75.0% of non-Indigenous Australians were in the labour force and 70.6% were employed. Changes to the Community Development and Employment Projects scheme in 2009 should be considered when interpreting these results.

Most States and Territories saw increasing gaps in employment, labour force participation or unemployment between 2006 and 2011. Between 2006 and 2011, the employment rate gap narrowed in NSW, while Western Australia and Queensland saw the largest increases in this gap.

Faster progress will be needed on post school qualifications—an important determinant of future employment outcomes—if Australia is to halve the gap in employment by 2018. Between 2006 and 2011, all jurisdictions had improvements in the proportion of Indigenous people with or working towards post school qualifications—however, the gap still widened due to faster improvements for non-Indigenous Australians.

Summary of key findings in this chapter



The gaps in employment, labour force participation and unemployment have increased nationally



The employment rate gap has narrowed in NSW



The gap in post school qualifications has increased nationally

Australia

COAG committed to halve the gap between Indigenous and non-Indigenous employment outcomes by 2018, but the gap increased nationally between 2006 and 2011.

Between 2006 and 2011, the gap widened in employment, labour force participation and unemployment

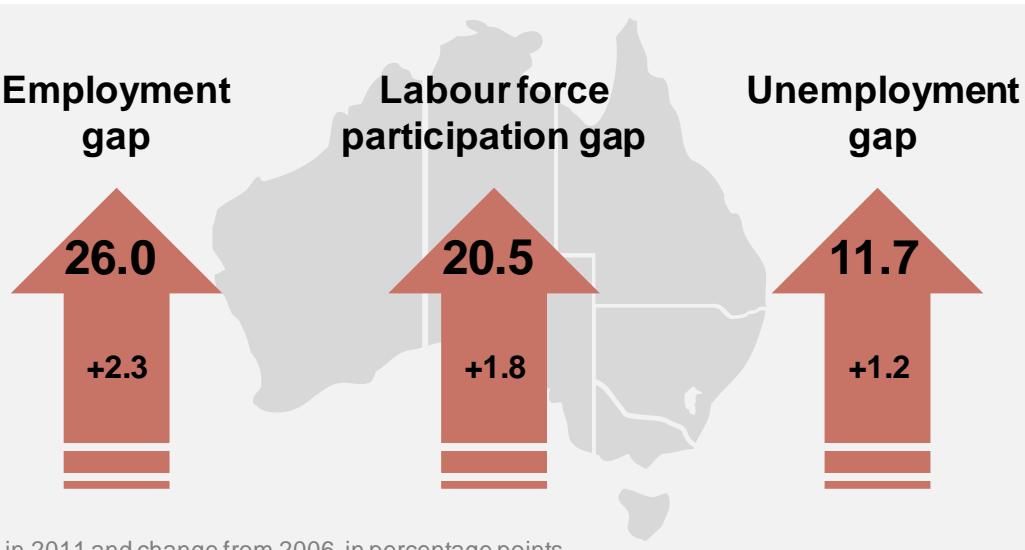
In 2011, only 55.9% of working age Indigenous Australians (15–64 years old) were participating in the labour force, and only 46.2% were employed. By comparison, 75.0% of non-Indigenous Australians were in the labour force, and 70.6% were employed. The Indigenous unemployment rate was 17.2%, around three times the rate for non-Indigenous Australians (5.5%).

Between 2006 and 2011, the non-Indigenous employment rate rose slightly, while the Indigenous employment rate fell. This resulted in the gap between Indigenous and non-Indigenous employment rates widening from 23.7 to 26.0 percentage points. Reforms to the Community Development and Employment Projects scheme should be considered when interpreting this result—see Box 1 for an explanation.

Between 2006 and 2011, both the Indigenous and non-Indigenous unemployment rates rose, but the Indigenous unemployment rate rose more. This resulted in the gap between the Indigenous and non-Indigenous unemployment rates increasing from 10.5 to 11.7 percentage points.

Finally, the Indigenous labour force participation rate fell by 0.9 percentage points while the non-Indigenous participation rate rose by 0.9 percentage points. This resulted in the participation gap widening from 18.7 to 20.5 percentage points.

Figure 6.1 National gap for the key labour market indicators, 2006–2011



Source: ABS—see Appendix D.

Box 1 The effect of Community Development Employment Projects (CDEP) scheme reforms on assessing progress in Indigenous employment

When interpreting the Census results for the period 2006–2011, changes to the CDEP scheme should be considered.

The CDEP scheme is a Commonwealth program that enables Indigenous communities or organisations to pool unemployment benefits to provide paid employment. Since July 2009 all new CDEP participants receive standard Centrelink income support payments, such as NewStart, rather than CDEP wages. Reforms to CDEP in 2009 have led to a steady fall in the number of Indigenous people employed through the program, and this is reflected in the employment results.

We report on overall Indigenous employment outcomes using COAG's agreed measures of performance. So far as possible, the measures we use include CDEP employment as part of total employment and labour force participation, in line with ABS practice. Our measures also reflect commitments by governments in the National Indigenous Reform Agreement to build Indigenous employment both in the private sector and in areas of government service delivery that have previously relied on subsidies through CDEP (COAG 2008, p. 26).

Care should be exercised when interpreting CDEP data from the Census. CDEP participants are included in the 'employed' category of the Labour Force Status (LFS) classification. However, Census CDEP data are only applicable to those persons who were enumerated using an Interviewer Household Form, a form type primarily used in discrete Aboriginal and Torres Strait Islander communities across Australia. The standard Census self-enumeration form has no question on CDEP, which means we do not know whether CDEP participants in areas where the standard form was used are included in the 'employed' category or in another category.

While we focus on overall employment outcomes, it can be helpful to consider CDEP and non-CDEP employment separately. CDEP employment can affect comparisons of employment and unemployment rates, especially in jurisdictions that have had larger numbers of CDEP participants, such as Western Australia or the Northern Territory. Looking at trends in non-CDEP employment can also show whether other kinds of employment are filling the gap left by the winding down of CDEP. Non-CDEP employment reflects the policy goal to increase the employment of Indigenous Australians in the mainstream economy (see COAG 2008, p.7).

Gray et al. (2013) recently estimated changes in non-CDEP employment by deducting the number of CDEP participants recorded in administrative data from the total Indigenous employment numbers in the Census. Using this method, Gray et al. find that non-CDEP employment has increased over time.

Gray et al argue that 'any assessment of the effectiveness of policies designed to increase paid employment needs to allow for changes in the number of people on CDEP' (Gray et al. 2013, p. 4). Further they argue that CDEP is different from other employment and that this needs to be considered when assessing progress towards the Closing the Gap targets (p. 10).

Noting these views, our results show that, between 2006 and 2011, improvements in non-CDEP employment, however promising, were not large enough to prevent an overall decline in rates of Indigenous employment and labour force participation and a rise in the Indigenous unemployment rate.

States and Territories

Between 2006 and 2011, most jurisdictions saw widening gaps in employment, labour force participation or unemployment.

NSW's employment gap narrowed from 2006 to 2011

Western Australia and Queensland saw the largest increases in their employment rate gaps (5.5 and 4.8 percentage points respectively), while the gap narrowed by 0.8 percentage points in NSW. The Northern Territory had the best result for labour force participation and the worst for unemployment.

State and Territory employment outcomes are influenced by economic circumstances across the nation. It should be noted that the Commonwealth has primary responsibility for national economic management and delivers labour market assistance to jobseekers.

Figure 6.2 Changes in the gap for key employment indicators 2006–2011

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Employment									
Indigenous rate, 2011 (%)	46.8	50.6	48.8	42.4	42.2	54.4	63.5	37.2	46.2
Gap, 2011 (ppts)	23.8	21.1	24.5	33.0	29.1	14.3	15.5	45.2	26.0
Gap change, 2006–2011 (ppts)	-0.8	+0.1	+4.8	+5.5	+2.8	+0.9	+0.2	+2.2	+2.3
Unemployment									
Indigenous rate, 2011	17.0	14.2	18.1	17.9	18.2	12.6	9.2	19.2	17.2
Gap, 2011	11.2	8.7	12.2	13.4	12.5	6.3	5.6	16.3	11.7
Gap change, 2006–2011 (ppts)	-2.4	-1.7	+3.6	+2.7	+1.6	-1.0	-2.2	+4.6	+1.2
Labour force participation									
Indigenous rate, 2011	56.4	59.0	59.7	51.7	51.5	62.2	70.0	46.0	55.9
Gap, 2011	18.6	16.8	18.1	27.2	24.1	11.1	11.9	38.8	20.5
Gap change, 2006–2011 (ppts)	+0.7	+1.2	+3.0	+4.8	+2.5	+1.7	+1.9	+0.1	+1.8

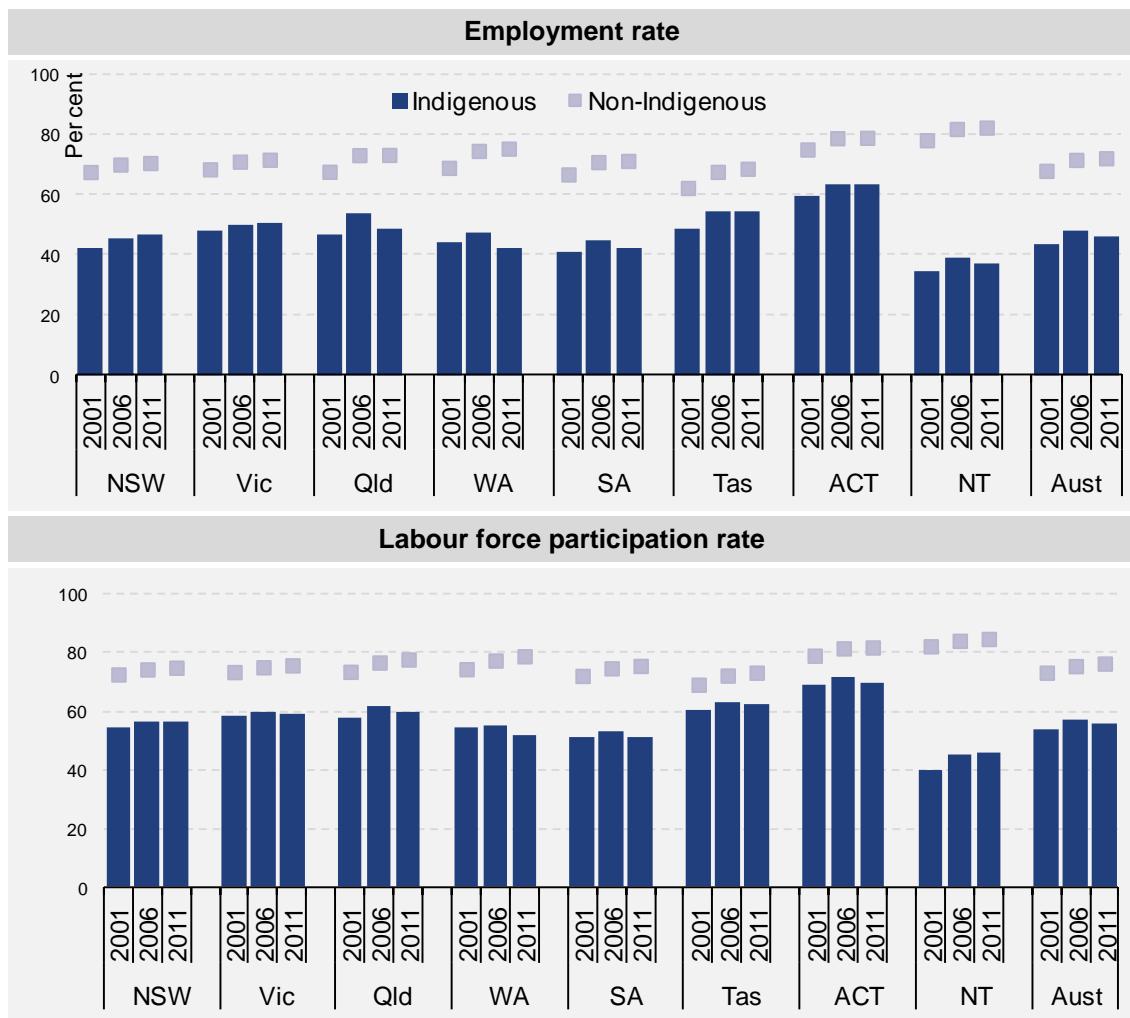
Note: Green shading indicates that the gap decreased, red shading indicated that the gap grew.

Source: ABS—see Appendix D.

From 2001 to 2011, Indigenous employment and labour force participation fluctuated in most jurisdictions

From 2001 to 2011, non-Indigenous employment and labour force participation rose steadily, as measured by the Census, in all jurisdictions. By contrast, the Indigenous employment rate saw consistent rises in NSW, Victoria and Tasmania. The Northern Territory saw steady rises in Indigenous labour force participation. In all other cases, Indigenous results fluctuated.

Figure 6.3 Employment and labour force participation, 2001–2011



Note: For a graph showing jurisdictions' results for unemployment, see Figure A.13 in Appendix B.
Source: ABS—see Appendix D.

Changes to the Community Development and Employment Projects (CDEP) affect comparisons between jurisdictions

The employment figures include employment provided through the Commonwealth's CDEP scheme (see Box 1 above). In 2001 and 2006 the share of CDEP employment was not uniform across all jurisdictions. CDEP employment can affect comparisons of employment and unemployment rates, especially in jurisdictions that have had larger numbers of CDEP participants, such as Western Australia or the Northern Territory.

As the scope of CDEP was substantially reduced from 2009 onwards, the decline in CDEP will have had a greater or lesser impact, depending on the jurisdiction.

Most CDEP participants live in remote or very remote communities. Changes to CDEP also have a greater impact on employment outcomes in these communities than in regional areas and major cities.

Post school qualifications

Faster progress will be needed on post school qualifications if Australia is to halve the gap in the employment outcomes of Indigenous people by 2018.

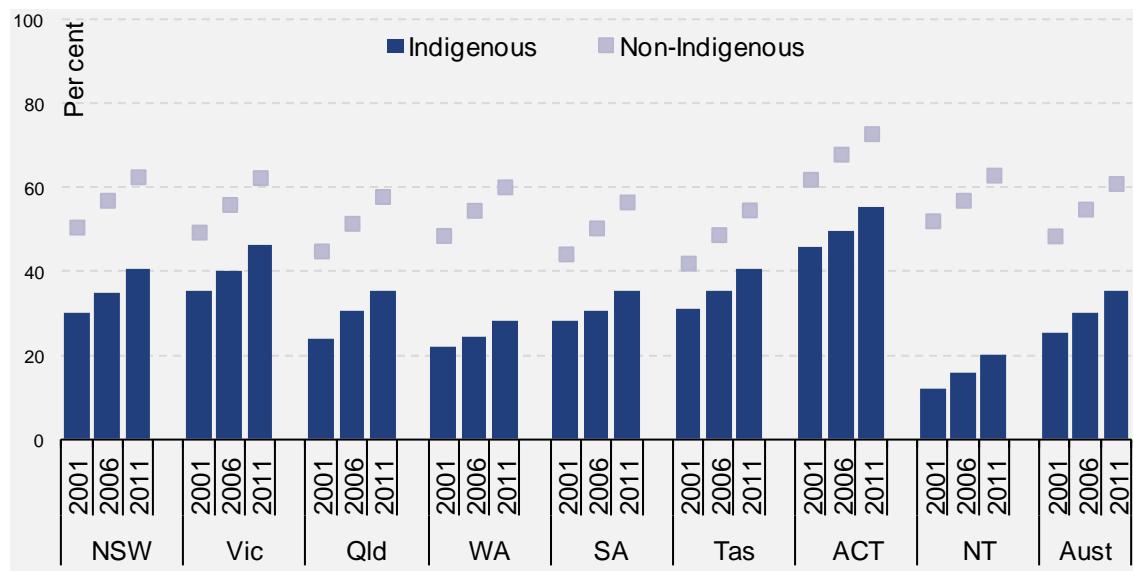
More Indigenous people have or are working towards post school qualifications

Post school qualifications—an important determinant of future employment outcomes—are an indicator of progress toward COAG's target of halving the gap in Indigenous employment. The post school qualifications rate is defined as the proportion of Indigenous 20–64 year olds with or working towards post school qualifications in AQF Certificate III or above. Certificate III is considered the minimum level qualification which improves employment outcomes and provides pathways to further education and training.

Between 2006 and 2011, the national proportion of Indigenous 20–64 year olds with or working towards Certificate III or above rose from 30.2% to 35.6%. From 2006 to 2011, the rates of Indigenous post school qualifications improved in all States and Territories. Victoria led with a 6.2 percentage point improvement, while Western Australia had the smallest improvement—3.9 percentage points.

Figure 6.4 shows the changes seen from 2006 to 2011 are consistent with the longer term improvements seen from 2001 to 2011. Both Indigenous and non-Indigenous post school qualification results have improved consistently between 2001 and 2011.

Figure 6.4 Post school qualification rates, 2001–2011



Source: ABS—see Appendix D.

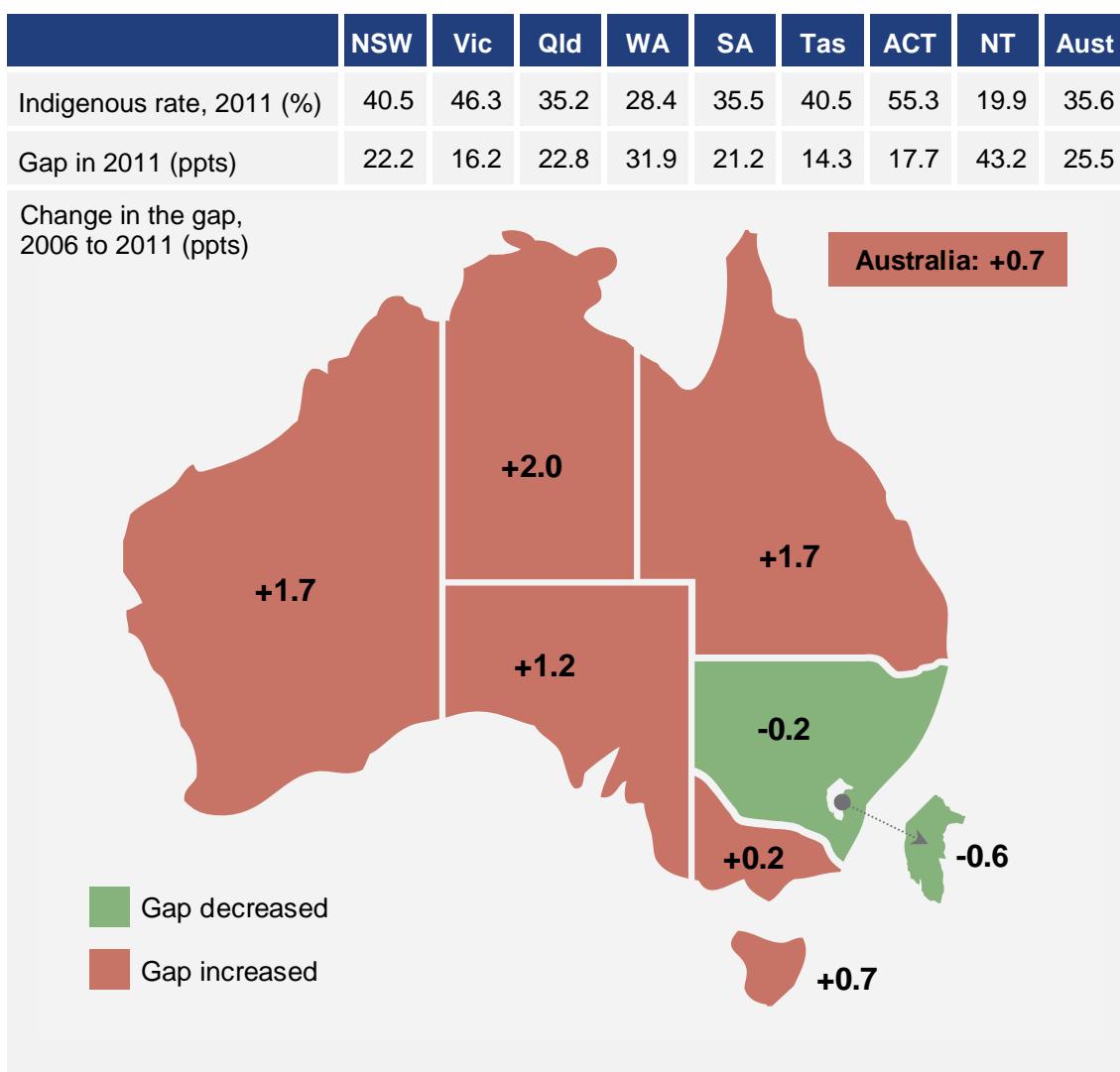
Despite genuine improvements, the post school qualifications gap widened nationally and in most States and Territories

From 2006 to 2011, the national gap widened by 0.7 percentage points—standing at 25.5 percentage points in 2011.

Despite genuine improvements in all jurisdictions, only NSW and the ACT narrowed the gap in the post school qualification rate, and only did so marginally. Nationally and in most jurisdictions, gains in the Indigenous rate were outpaced by improvements for non-Indigenous Australians. The Northern Territory saw the largest increase in the gap (2.0 percentage points).

Overall, these results are concerning, as with the results for the other labour market indicators. The pace of improvement the Indigenous post school qualifications rate will need to increase if the gap in employment outcomes is to be halved by 2018.

Figure 6.5 Changes in the post school qualifications gap, 2006–2011



Source: ABS—see Appendix D.

Chapter 7.

Improving performance reporting

This chapter outlines the council's views on how the performance reporting framework for the National Indigenous Reform Agreement could be improved.

Maintaining momentum

A new early childhood education target would encourage improvement in Indigenous outcomes and build on the promising results already seen in this area.

2013 marks a Closing the Gap target year—COAG aims to ensure that all Indigenous four year olds in remote communities have access to early childhood education by 2013.

This is the first time a National Indigenous Reform Agreement target year has been reached. The associated Closing the Gap in Indigenous Early Childhood Development National Partnership Agreement will conclude in 2014.

As detailed in this report, the results for 2011 were close to COAG's early childhood education target. Only 4 percentage points of improvement from the 2011 result is needed to achieve the target of 95% preschool enrolment in remote communities by 2013.

While this is a promising result, the attendance rate in remote communities was 9 percentage points behind enrolment—at 82%.

The data also show that enrolment is higher in remote communities than regional communities (76%) and major cities (63%)—although this result may reflect data quality issues.

In the coming years the council will have data to report preschool enrolment and attendance results for 2012 and for the target year, 2013.

Early childhood education can result in better outcomes later in life, especially for disadvantaged children. Having reached a Closing the Gap target year, and with a National Partnership concluding in 2014, the council recommends Australian governments develop a new target for Indigenous early childhood education.

On 19 April 2013, COAG agreed to a new National Partnership (NP) Agreement on Early Childhood Education. The new NP will contribute \$655.6 million in Commonwealth funding over 18 months, including for Indigenous early childhood education, with a review of the NP by 30 June 2014. We support work by governments to continue improving Indigenous early childhood education. New targets and performance benchmarks, accompanied by regular reporting, can help maintain momentum and public accountability in this important reform area.

The results in this report indicate that further work could look beyond access to early childhood education and consider benchmarks for enrolment and attendance. The focus could also be broadened to Indigenous children in major cities and regional areas, whose early childhood education needs are no less urgent than those in remote communities.

A number of data limitations relating to the National Early Childhood Education and Care Collection are discussed at Appendix B to this report. Ongoing improvements in Indigenous early childhood education data will also contribute to stronger public accountability in this area.

Box 2

Early childhood education and care across OECD countries

High quality early childhood education and care can result in better outcomes later in life. For instance, the OECD has found that participation in early childhood education is strongly associated with better reading performance at age 15 (OECD 2013).

Figures published by the OECD in *Education at a Glance, 2012* (OECD 2012) are not comparable to the data supplied for Indigenous children in remote areas by the ABS' Early Childhood Education and Care collection. The OECD data should also be analysed with care because there are large differences among countries in enrolment rates and the age at which pre-primary education begins. The OECD data are nevertheless illuminating of the general state of play in early childhood education.

The OECD reported that Australia has one of the lowest enrolment rates in early childhood education at age four of any OECD country. In 2010, across all OECD countries 79% of four year olds are enrolled in early childhood education or care programs. In Australia, the rate was 51%, well behind countries such as France, the Netherlands, Spain, Denmark, Japan, Norway, Italy, Germany and New Zealand who all had enrolment rates of 95% or above. Indeed, only Canada, Switzerland, Ireland, Indonesia and Turkey were below us.

In addition, data provided by the Review of Government Service Provision in its 2013 report (SCRGSP 2013) show that 59% of four year olds were enrolled in State government funded and/or provided preschool services. By jurisdiction, Western Australia had the highest enrolment (100%), followed by South Australia (86%), the ACT (82%), the Northern Territory (78%), Victoria (71%), Tasmania (54%), NSW (43%) and Queensland (38%). These figures undercount children enrolled in preschool programs provided in some long day care centres and are not strictly comparable with the ABS or OECD data reported here.

This variety of data demonstrates a need to provide better measures of this indicator which can enable comparisons.

Appendices

Appendix A

The National Indigenous Reform Agreement

About the agreement

The National Indigenous Reform Agreement (NIRA) is one of six National Agreements.

The NIRA frames the task of Closing the Gap in Indigenous disadvantage. It sets out the objectives, outcomes, outputs, performance indicators and performance benchmarks agreed by COAG. It also provides links to those National Agreements and National Partnership agreements which include elements aimed at Closing the Gap in Indigenous disadvantage.

The NIRA is a schedule to the Intergovernmental Agreement on Federal Financial Relations (part of Schedule F: National Agreements), which came into effect on 1 January 2009, and has been revised since it came into effect.

The latest version of NIRA is available at:

http://www.federalfinancialrelations.gov.au/content/national_agreements.aspx

Performance indicators not reported

Each year, we report on only a selection of performance indicators in the National Indigenous Reform Agreement. In some years, we cannot report on indicators for reasons such as data not being available or measures not yet being agreed between governments.

We also choose not to report indicators for which we have been given data. Indicators we choose not to report in detail are usually omitted because there has been little change since the previous year. Additionally, in some cases, we may choose not to report on an indicator because we think the data are not helpful for measuring progress towards COAG's outcome. Data for indicators not reported in detail are published on our website in our statistical supplement to this report.

Below we detail what we cannot report and what we do not report. This is also shown in the table that follows.

What we cannot report

Since our 2010–11 report, no new data have become available for life expectancy, daily smoking, alcohol consumption and the prevalence of overweight and obesity. We cannot report on these measures this year.

What we do not report

We have not reported attendance rates for Year 1 to 10 this year. This is a supporting measure of Year 12 attainment, and as Census data are available this year, we have reported the more direct measure. Analysis of the latest Year 1 to 10 attendance data showed results that were similar to last year.

National Indigenous Reform Agreement Structure

Closing the life expectancy gap within a generation (by 2031)

Estimated life expectancy at birth

Mortality rate by leading cause

Rates of current daily smokers

Levels of risky alcohol consumption

Prevalence of overweight and obesity

Halving the gap in mortality rates for Indigenous children under five within a decade (by 2018)

Under five mortality rate by leading cause

Proportion of babies born of low birth weight

Tobacco smoking during pregnancy

Antenatal care

Ensuring all Indigenous four year olds in remote communities have access to early childhood education within five years (by 2013)

The proportion of Indigenous children who are enrolled in (and attending, where possible to measure) a preschool program in the year before formal schooling

Halving the gap for Indigenous students in reading, writing and numeracy within a decade (by 2018)

Percentage of students at or above the national minimum standard in reading, writing and numeracy for years 3, 5, 7 and 9

Halving the gap for Indigenous people aged 20–24 in Year 12 attainment or equivalent attainment rates by 2020

Attainment of Year 12 or equivalent

Attendance rates - Year 1 to Year 10

Halving the gap in employment outcomes between Indigenous and non-Indigenous Australians within a decade (by 2018)

Level of work force participation

Proportion of Indigenous 20-64 year olds with or working towards post school qualification in AQF Certificate III level or above

Target

KEY:

Included in this report

Not reported in detail though data available

Cannot be reported this year

Appendix B

Supporting information

General information

Interpreting trajectories

The National Indigenous Reform Agreement includes trajectories to monitor the performance of governments to reach each of the six Closing the Gap targets (see COAG 2008, p. 76).

The trajectories are intended to be a guide as to whether current trends are on track to meet the targets within the timeframes set by COAG. They are not intended to be forecasts, predictions of what is likely to happen, or fixed milestones.

Where possible, the COAG Reform Council assesses progress against the agreed trajectories each year—results are assessed as 'on track' or 'not on track'. Some targets and trajectories cannot be assessed every year due to data limitations.

In assessing progress against the trajectories, several factors limit the accuracy of the trends reported:

- Four of the targets have straight line trajectories—deaths, child deaths, early childhood education and employment. Straight lines were chosen because of uncertainty in estimating factors affecting the trajectory, however gains are unlikely to be linear. While straight line trajectories can give a guide as to how the trends are tracking in relation to the end point, care is required in using them in isolation. There is often a lag between the implementation of a measure and its impact on outcomes.
- The targets for reading and numeracy and Year 12 or equivalent attainment have non-linear trajectories. These have been based on predictions of progress based on what is known about the roll out of programs and their likely results. As with straight line trajectories, it is difficult to make exact predictions of all the factors that will influence trends for these targets. Non-linear trajectories also are based on a number of assumptions and caution needs to be used in assessing progress.

Problems with the timeliness and quality of Indigenous data also impact on the accuracy of the trends reported, and may result in the results plotted against trajectories being volatile. For a number of targets, annual data are not available. Rates of Indigenous identification in data collections are changing over time and data may also vary from year to year due to the small size of the Indigenous population.

The Census and Indigenous population statistics

Between the 2006 and 2011 Censuses there was a large increase in the Indigenous population. This increase was much larger than natural increase (more births than deaths) or migration would predict. The remaining increase is attributable to an increased willingness on the part of Indigenous Australians to identify as such in the Census.

This has two potential effects on our data. First, Census population counts are the basis of the official population statistic, the estimated resident population (ERP). The ERP is used as the denominator for rates using administrative data. In this report, such rates are deaths, child deaths and early childhood education and care. After each Census, the most recent ERP is

calculated. As a result of the increase in the Indigenous population in 2011, rates based on 2011 data will be different to those based on 2006 data.

Using 2006 Census based ERP, the 2011 Indigenous population was projected to be 575 522 persons. Using preliminary 2011 Census based ERP, the figure is 669 736, 14.1% higher. As 2011 based ERP data for Indigenous persons are preliminary and age and sex breakdowns are not available, 2006 based ERP and projections are used in this report. Final 2011 based ERP for Indigenous Australians will be used in the 2012–13 report. In addition, since estimates for the population prior to 2011, based on the 2011 Census, will not be available until early 2014, 2006 Census based estimates will continue to be used for time series data for deaths, child deaths and early childhood education and care.

Second, the characteristics of Indigenous persons who have newly identified in the Census may not be the same as those of the previously identifying population. For example, if new identifiers have higher rates of post-school qualifications than those previously identifying, rates of post-school qualifications will increase. The increase occurs, therefore, without any actual improvement in the previously identifying population. However, at this stage, it is not known how, or if, the characteristics of the newly identified population vary significantly from those who have previously identified. Indicators in this report where this is applicable are Year 12 attainment, employment measures and post-school qualifications.

The challenges associated with counting the Indigenous population should not be underestimated. Particularly in remote areas, it can be difficult to get an accurate count and the number of persons missed is generally higher than in urban areas. Rates of non-response to the Indigenous status question or statistical imputation may also be high. Statistical imputation means that although the Census collector determines that there are Indigenous residents, no further information can be obtained.

Chapter 1. Deaths

What is the ‘gap’?

The ‘gap’ is the difference in the death rates between Indigenous and non-Indigenous people. Figure A.1 shows the death rates for 2006 and 2011 and the gap in 2011.

Figure A.1 Indigenous death rates per 100 000 standard population in 2006 and 2011

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Total
2006 death rate	920.0	na	1087.1	1528.9	964.0	na	na	1605.4	1160.9
2011 death rate	1082.7	na	1015.9	1322.1	909.6	na	na	1330.3	1122.4
Variability band	990–1176	na	915–1116	1168–1476	728–1092	na	na	1174–1487	1067–1178
2011 Gap	481.7	na	433.5	783.7	312.9	na	na	772.9	534.9

Notes: Total is NSW, Qld, WA, SA and NT combined.

na—not available.

Green shading—significant decrease from 2006 to 2011. No shading—no significant change.

Source: ABS—see Appendix D.

Jurisdictional trajectories and targets

Projected rates are annual points along agreed trajectories leading to 2031 targets. They are points on a straight line from the baseline (2006) to target (2031). However, death rates are a slow moving indicator and increased effort may not show for some years. As a result, improvement is unlikely to follow a straight line. Whether a jurisdiction meets its annual point on the trajectory, therefore, is only a rough indication of how well a jurisdiction is travelling toward its target.

The projected rates for any year are single numbers. However, projecting into the future involves some degree of uncertainty. This uncertainty is accounted for by using a range of rates in reporting progress to the 2031 target.

For example, for NSW the 2011 projected death rate for Indigenous persons was 815 deaths per 100 000. However, in reporting the Indigenous death rates for NSW, we show the 2011 point on the trajectory as a range between 726 and 909 deaths per 100 000.

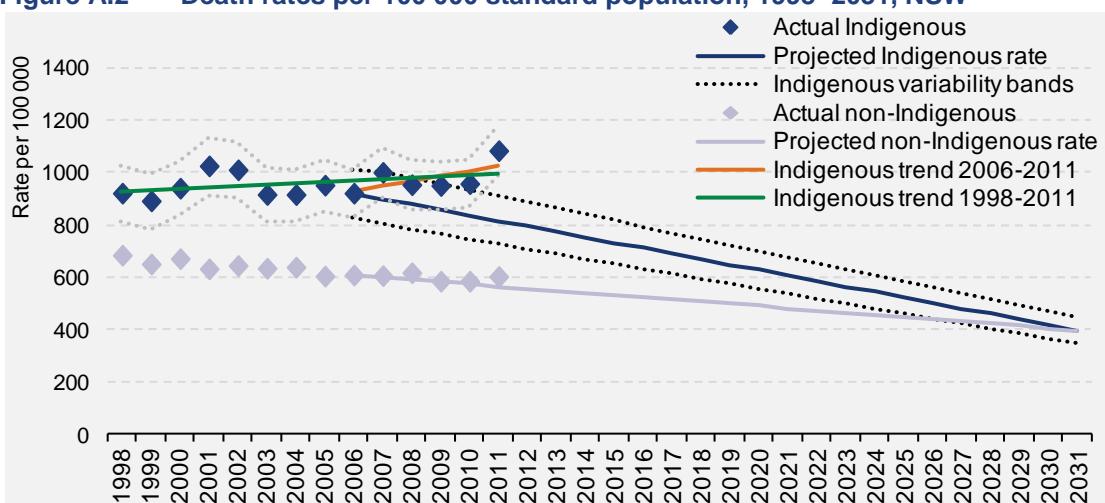
If the actual result falls within the projected range (or is below it) then that jurisdiction is on track for that year and on track to meet its long term target. In the example for NSW, the actual 2011 rate for Indigenous persons was 1083 per 100 000. This does not lie within the range of 745–932 per 100 000 so NSW is not on track to meet its 2031 target.

Figures A.2 to A.7 show the trajectories and targets for death rates for Indigenous and non-Indigenous people from 1998 to 2031. Both actual Indigenous and non-Indigenous rates are shown. Indigenous rates are shown with variability bands. Variability bands for non-Indigenous rates are not shown as they are very small.

Rates projected from 2006 to 2031 are shown as these are the trajectories required to meet the 2031 target. Actual trends from 1998 to 2011 and from 2006 to 2011 are also shown.

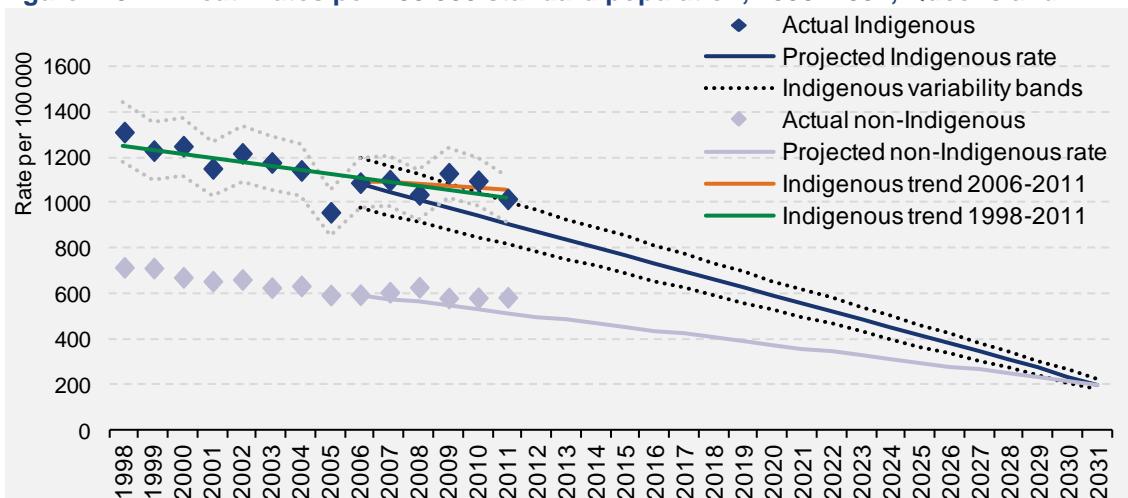
Western Australia does not have a published trajectory or target. However, actual results and trends have been graphed.

Figure A.2 Death rates per 100 000 standard population, 1998–2031, NSW



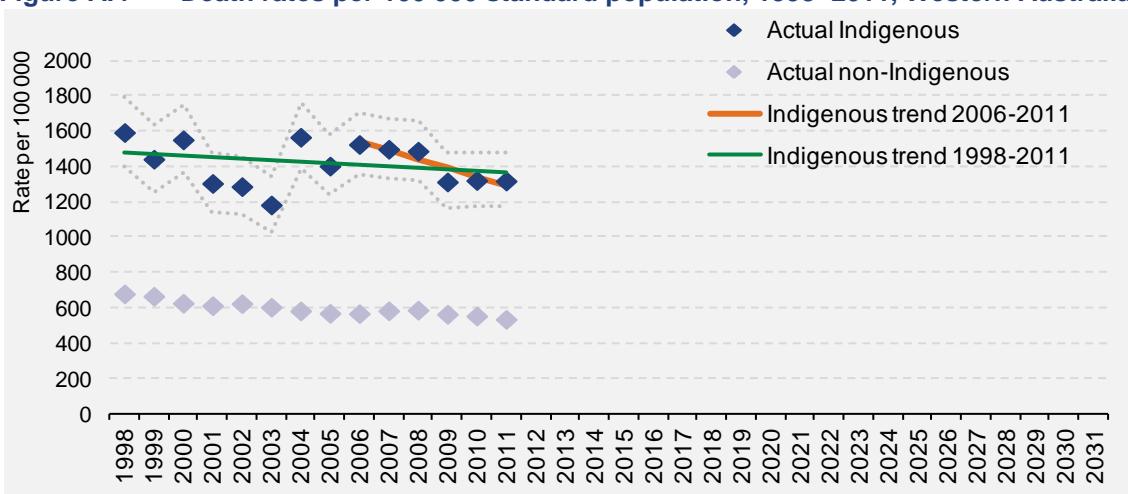
Source: ABS and AIHW—see Appendix D.

Figure A.3 Death rates per 100 000 standard population, 1998–2031, Queensland



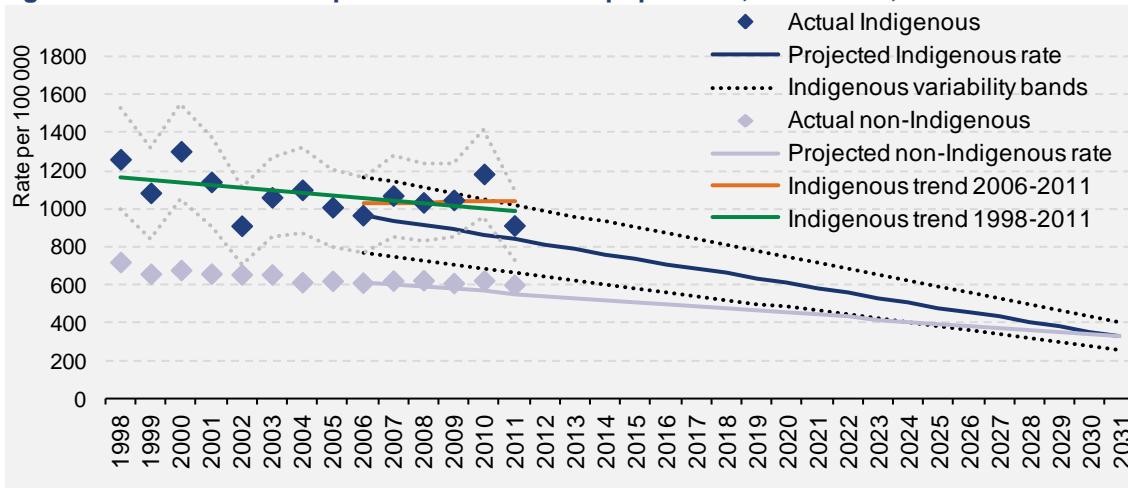
Source: ABS and AIHW—see Appendix D.

Figure A.4 Death rates per 100 000 standard population, 1998–2011, Western Australia



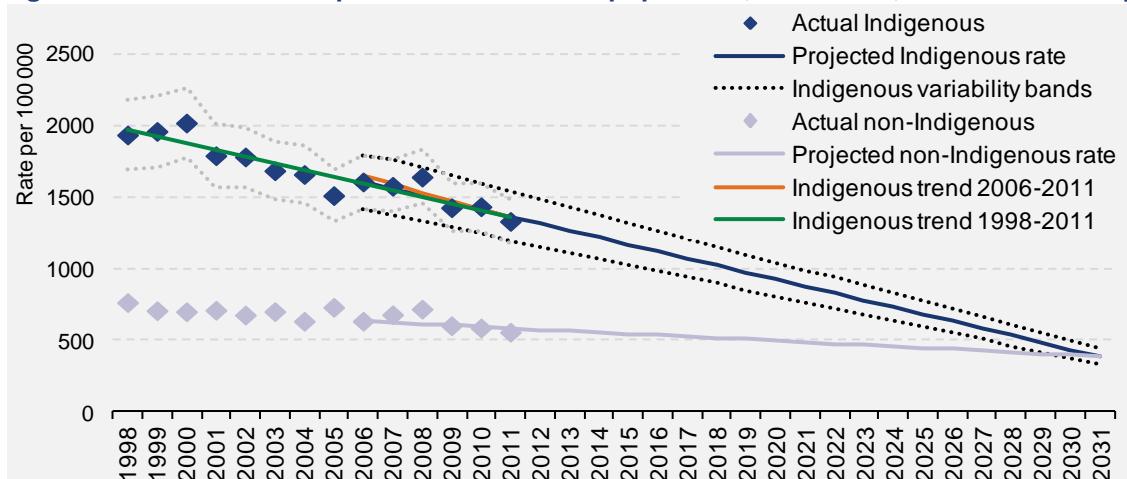
Source: ABS and AIHW—see Appendix D.

Figure A.5 Death rates per 100 000 standard population, 1998–2031, South Australia



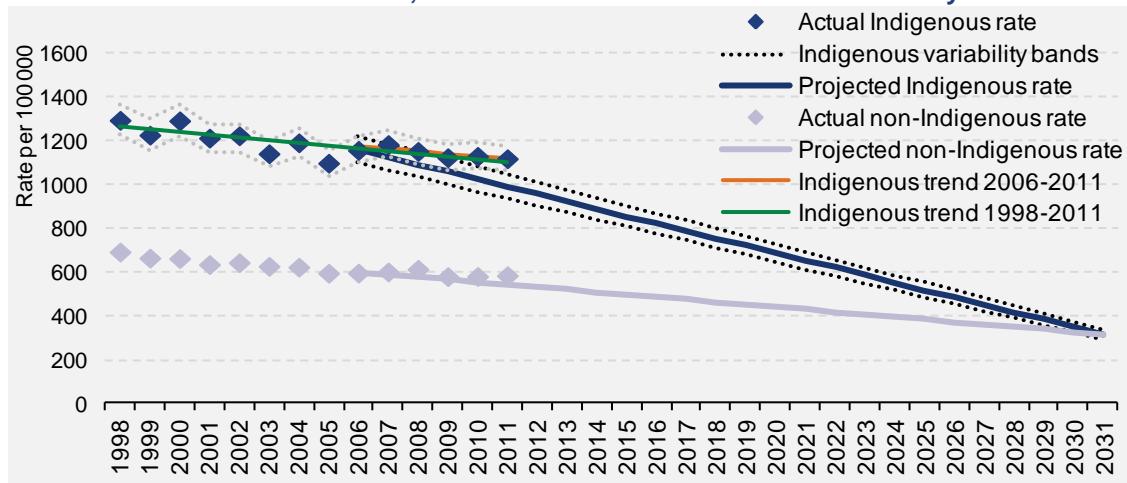
Source: ABS and AIHW—see Appendix D.

Figure A.6 Death rates per 100 000 standard population, 1998–2031, Northern Territory



Source: ABS and AIHW—see Appendix D.

Figure A.7 Death rates per 100 000 standard population, 1998–2031, NSW, Queensland, Western Australia, South Australia and the Northern Territory combined



Source: ABS and AIHW—see Appendix D.

Chapter 2. Child deaths

What is the ‘gap’?

The ‘gap’ is the difference in the death rates between Indigenous and non-Indigenous children aged 0–4 years. Figure A.8 shows the child death rate for the 2007–2011 period and the gap.

Figure A.8 Indigenous child death rate per 100 000 children aged 0–4 years in 2007–2011

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Total
Child death rate	155.8	na	216.4	249.7	197.1	na	na	311.9	211.9
Gap	58.9	na	105.8	181.1	114.3	na	na	213.4	116.4

Note: Total is NSW, Qld, WA, SA and NT combined.

na—not available.

Source: ABS—see Appendix D.

Chapter 3. Early childhood education

Measuring progress towards the target

COAG's early childhood development target is to ensure that all Indigenous four year olds in remote communities have access to early childhood education by 2013. The National Indigenous Reform Agreement states that, to achieve this COAG target, the proportion of Indigenous children enrolled in a preschool program in the year before commencing formal schooling would have to rise from 87% in 2009 to 95% in 2013 (COAG 2008, p. 83). This pathway was developed using data from the National Preschool Census. The pathway is indicative and data from the National Preschool Census is not directly comparable to the 2011 National Early Childhood Education and Care Collection baseline data we present in this report.

In these circumstances, we consider it reasonable to assess progress by comparing 2011 enrolment results directly to an indicative target point—95% enrolment by 2013.

The National Early Childhood Education and Care Collection (NECECC)

The NECECC provides annual, nationally comparable statistics on early childhood education and care.

The NECECC measures attendance and enrolment in a preschool program during a reference period of up to two weeks. Collection of the NECECC is undertaken with reference to a census date of the first Friday in August of each year. To ensure that the collection is comparable across the states and territories, jurisdictions have consistent collection dates and overlapping reference periods, with data reported for a representative reference week only.

In 2011, the collection date for all jurisdictions was Friday, 5 August 2011, with reference periods ranging from five days up to two weeks. Some jurisdictions preferred to use reference periods of up to two weeks—which included the collection date—to better reflect their preschool program delivery models.

Currently, not all records in the NECECC are able to be reported at the unique child level. This means that there is a risk of duplicate counts across services and sectors for these records. It is also possible for a child to be attending a preschool for more than one year, so that duplication may occur across time. Thus, results for 2011 may overcount Indigenous preschool enrolment and attendance.

The 2011 NECECC is limited by under-coverage of the preschool programs in some sectors, for example, the collection has limited non-government coverage. As government is more likely to be the preschool provider in remote areas, there may be relative under-coverage of preschool services provided in regional areas and major cities. This may contribute to apparent differences in results between remote communities, regional areas, and major cities.

Where information on the child's usual place of residence is not available—that is, where insufficient information on the child's address was collected, where no address details have been provided, or no unit record level information exists—remoteness in 2011 was assigned using the address of the service at which the child is attending.

For definitions of key terms like 'enrolment', 'attendance' and 'preschool', see Appendix C.

Calculation of the early childhood education indicator

The early childhood education and care indicator is the proportion of Indigenous children who are enrolled in (and attending) a preschool program *in the year before formal schooling*. This term is defined at Appendix C.

The 2011 data presented here use the 'best available' data on 4 and 5 year old children for each jurisdiction. As data availability varies between the States and Territories, our indicator combines data based on three different concepts. In order of best availability, these are 'year before full-time schooling', 'unique child' and 'episodes'.

'Episodes' are the number of preschool programs delivered to children within a reference period. If a child is enrolled in more than one preschool then they are counted as having more than one episode.

'Unique child' counts children only once regardless of how many preschools they attend. There will be fewer unique children than episodes.

The count of 'children in the year before fulltime schooling' removes children who are aged 5 and in their second year of preschool. There are fewer children in the year before fulltime schooling than unique children.

Tasmania, the Northern Territory and the ACT data were year before full-time schooling; NSW and Victoria data were unique child; and Queensland, South Australia and Western Australia data were episodes.

For further information see:

- ABS 2012 *Experimental Estimates of Preschool Education, 2011*, Australia ABS Cat. No. 4240.0
<http://abs.gov.au/AUSSTATS/abs@.nsf/allprimarymainfeatures/F0D36A54EC14A9BECA257B2C000F6213?opendocument>
- ABS 2013 *National Early Childhood Education and Care Collection: Concepts, Sources and Methods, 2012*, ABS cat. no. 4240.0.55.001
[http://www.abs.gov.au/ausstats/Subscriber.nsf/LookupAttach/4240.0.55.001Publication13.0.3.131/\\$File/4240055001_2012.pdf](http://www.abs.gov.au/ausstats/Subscriber.nsf/LookupAttach/4240.0.55.001Publication13.0.3.131/$File/4240055001_2012.pdf)

Chapter 4. Literacy and numeracy

What is the 'gap'?

The 'gap' is the difference in the achievement at or above the national minimum standard between Indigenous and non-Indigenous students. The 2018 target is to halve the gap as it was in 2008.

The national minimum standard

The national minimum standard is the basic literacy and numeracy achievement which a student should have for a year level. In Reading and Numeracy around 88% to 97% of non-Indigenous students achieved at or above the national minimum standard in all year levels in all jurisdictions. This means that the test is not very discriminatory for non-Indigenous students. For Indigenous students, however, the range was 27% to 89%. It should also be remembered that outside jurisdictions with large Indigenous populations—NSW, Queensland and Western Australia—the data can be influenced by students with very low or very high results (outliers).

Figure A.9 Change in reading, 2008 to 2012 and 2011 to 2012, percentage points

	Indigenous				Non-Indigenous				
	2008 to 2012								
	Year 3	Year 5	Year 7	Year 9	Year 3	Year 5	Year 7	Year 9	
NSW	-0.5	0.0	0.3	-8.1	-0.3	-0.7	-0.8	-2.3	
Vic	-3.2	-1.6	2.3	0.8	-0.1	0.4	-0.4	-1.7	
Qld	11.5	2.6	2.6	-0.2	5.2	2.1	0.2	0.0	
WA	6.8	1.8	5.7	-5.1	1.7	0.2	0.4	-1.2	
SA	1.0	3.2	7.8	4.1	1.0	0.5	0.0	-1.7	
Tas	-3.2	-3.8	0.2	-11.8	0.4	0.7	0.1	-2.4	
ACT	0.8	-0.7	-10.2	-1.8	1.5	0.1	-0.4	-2.0	
NT	9.2	1.6	6.7	-8.8	2.6	0.1	-2.7	-4.5	
Aust	5.9	1.3	3.5	-3.5	1.2	0.5	-0.3	-1.5	
	2011 to 2012								
	Year 3	Year 5	Year 7	Year 9	Year 3	Year 5	Year 7	Year 9	
NSW	-2.0	-0.2	0.1	-3.7	-0.4	-0.1	-0.3	-0.9	
Vic	-3.3	-1.7	0.0	-2.5	-0.2	-0.3	-0.4	-0.9	
Qld	-2.3	-2.5	-2.5	-2.3	0.0	0.5	-1.0	-1.1	
WA	-6.3	-1.4	-3.5	-6.2	0.0	0.2	-0.9	0.2	
SA	0.3	-3.6	1.3	-2.5	0.7	0.7	-0.6	-0.7	
Tas	-0.3	-0.4	3.5	-3.3	0.4	0.6	0.4	-0.8	
ACT	-1.1	-5.6	-2.0	-6.6	0.5	0.6	-1.1	0.3	
NT	-0.3	-1.1	-3.8	-8.1	1.5	-0.1	-1.6	-1.6	
Aust	-2.1	-1.7	-1.7	-4.7	-0.2	0.2	-0.6	-0.8	

Note: Green shading is a significant increase and red shading is a significant decrease.

Source: ACARA—See Appendix D.

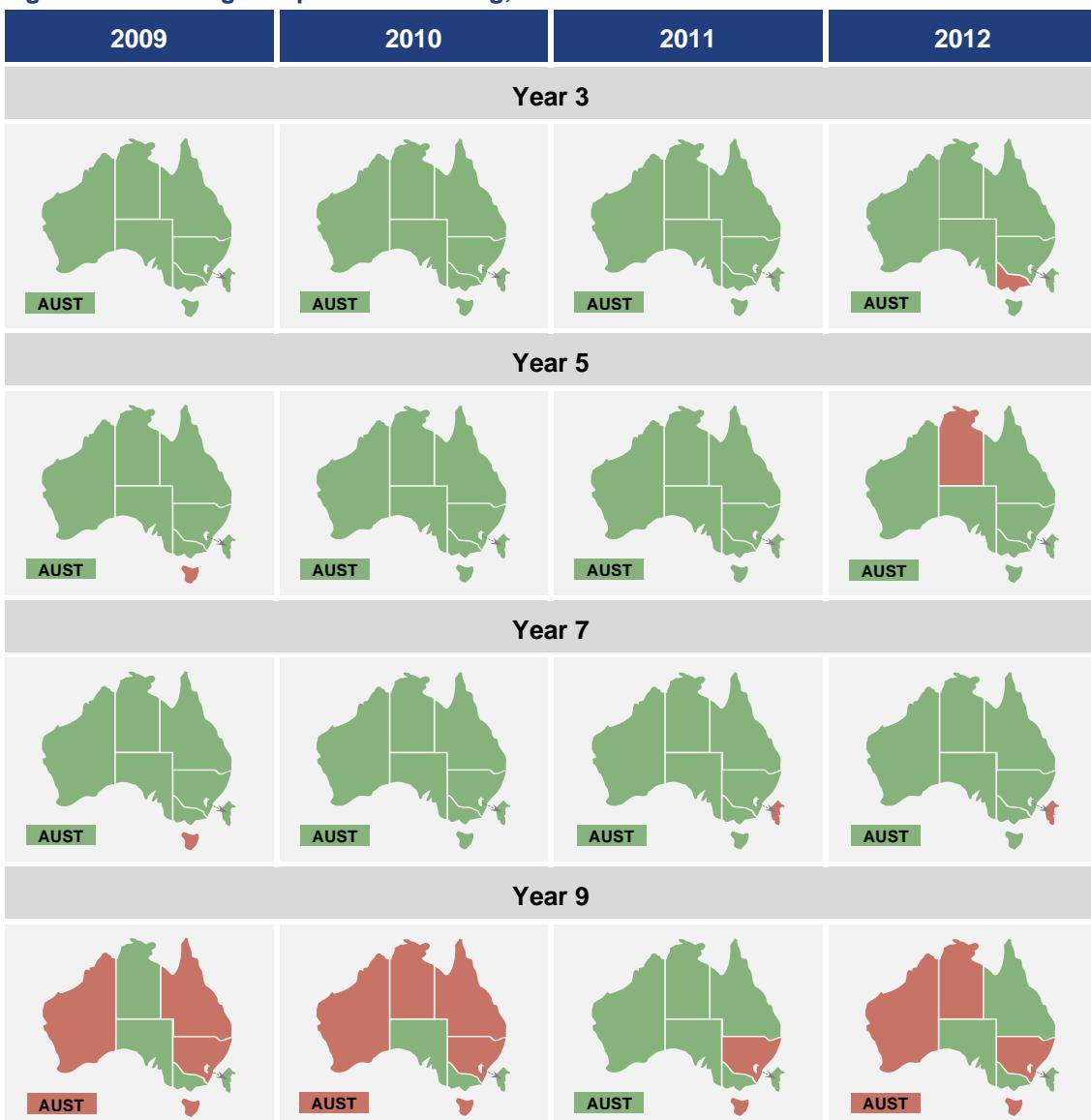
Progress points

Progress points are yearly benchmarks on trajectories towards meeting the targets. Each jurisdiction has an agreed target and trajectory. A jurisdiction has **not** met its progress point if its result and its *entire* confidence interval are below the progress point. In all other cases the progress point has been met. Figures A.10 and A.11 show whether jurisdictions have met their progress points over time. There are no data for 2008 as that is the starting year.

Given how they are calculated, it is possible for governments to meet their progress points and reduce the gap even if there is no significant change in actual achievement.

For some jurisdictions, progress points increase considerably over future years and will become harder to achieve. In particular, trajectories for Queensland, Western Australia and the Northern Territory rise quickly in coming years. See Table Additional.11 and Additional.12 for progress points and targets.

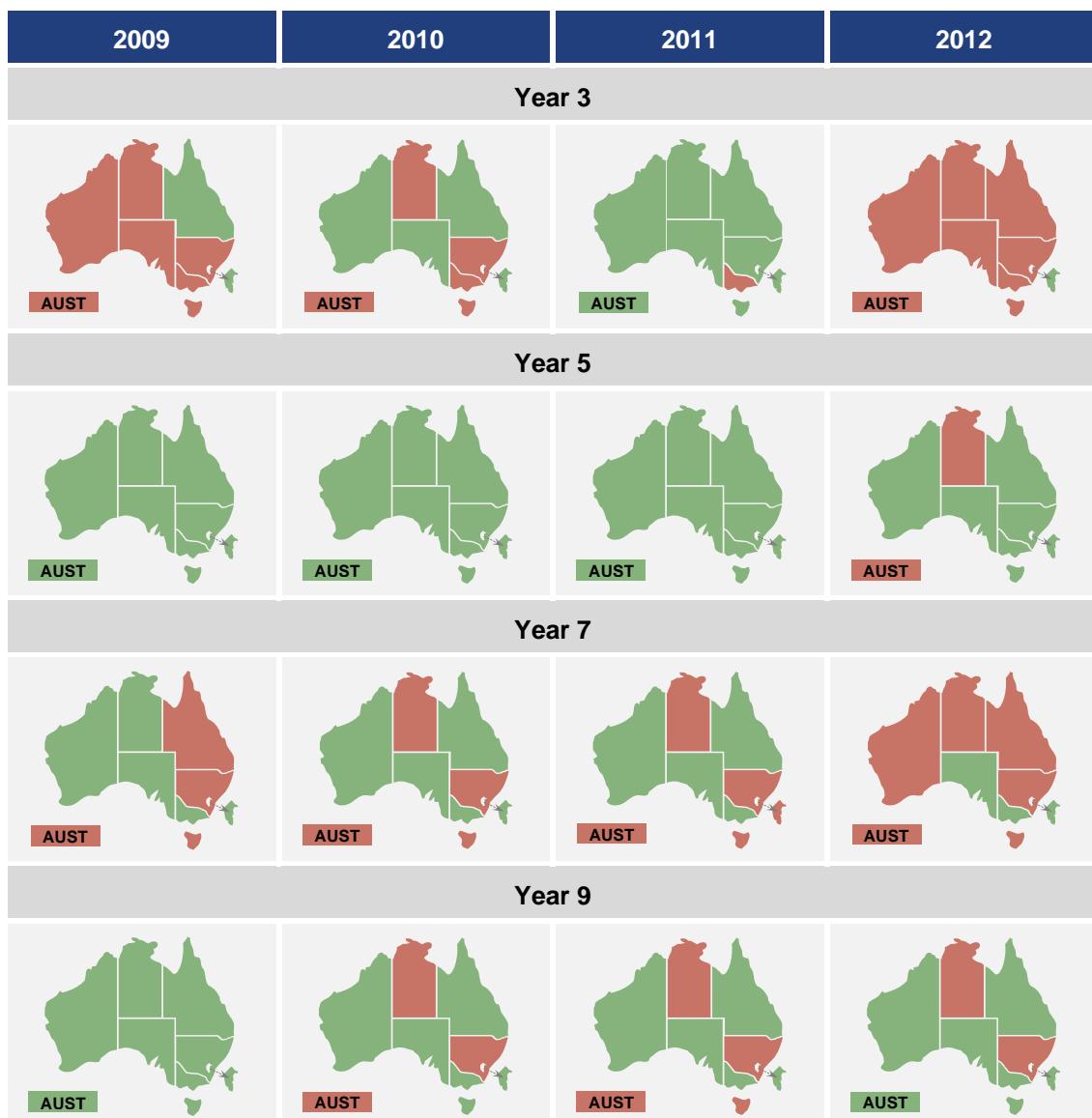
Figure A.10 Progress points in reading, 2009 to 2012



Note: Green shading is met progress point, red shading is did not meet progress point.

Source: ACARA—see Appendix D.

Figure A.11 Progress points in numeracy, 2009 to 2012



Note: Green shading is met progress point, red shading is did not meet progress point.

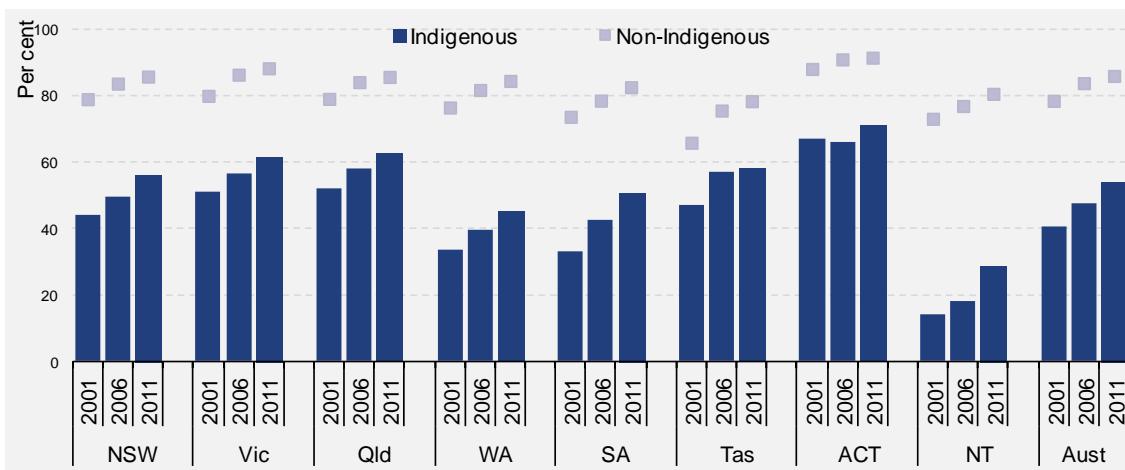
Source: ACARA—see Appendix D.

Significance

Significance testing in NAPLAN data is done for change over time, that is, the difference between results for two years. All differences between Indigenous and non-Indigenous students are significant. It is not done for change in the size of the gap over time.

Chapter 5. Year 12 or equivalent attainment

Figure A.12 Year 12 or equivalent attainment by Indigenous status and jurisdiction, 2001–2011



Source: ABS—see Appendix D.

The vocational equivalent to Year 12

COAG's target is to halve the gap in Year 12 or equivalent attainment. The National Indigenous Reform Agreement defines Year 12 or equivalent attainment as a Year 12 certificate or an equivalent secondary certificate (such as the International Baccalaureate) or an Australian Qualification Framework (AQF) Certificate II or a higher qualification.

By contrast, COAG's National Education Agreement includes two 'Year 12 or equivalent attainment' targets, one where the equivalent is Certificate II and the other where equivalent is Certificate III.

There is a debate regarding what level of vocational qualification is equivalent. Lim and Karmel (2011, p. 10) of the National Centre for Vocational Education Research have investigated the notion of a vocational equivalent to Year 12, examining factors such as volume of learning, complexity of courses and labour market outcomes. Based on measured outcomes, Lim and Karmel argue that Certificate III should be the minimum vocational equivalent to Year 12.

Indigenous population increase in 2011 Census

See the supporting information note at the beginning of this Appendix on the Indigenous population increase in the 2011 Census.

NSW target for halving the gap

In addition to its indicative trajectory for halving the gap in Year 12 or equivalent attainment under the National Indigenous Reform Agreement, NSW has developed a target in relation to its state planning and reporting requirements. It includes a 2011 trajectory point of 55.9%, and a 2020 target of 66.8%.

Chapter 6. Employment outcomes

Comparability of 2011 employment results with 2008 baseline

In our 2008–09 baseline report on Indigenous reform, we presented baseline employment results for 2008 from the National Aboriginal and Torres Strait Islander Social Survey (NATSISS). The latest results, presented in this report, come from the 2011 Census. As NATSISS is not directly comparable with the Census (SCRGSP 2012, p. 81), it is not possible to compare our results for 2011 with the baseline results from 2008.

We will have an indicator of progress against the 2008 baseline when employment data from the next comparable survey are released. Employment data will be collected in the Aboriginal and Torres Strait Islander component of the 2011–13 Australian Health Survey.

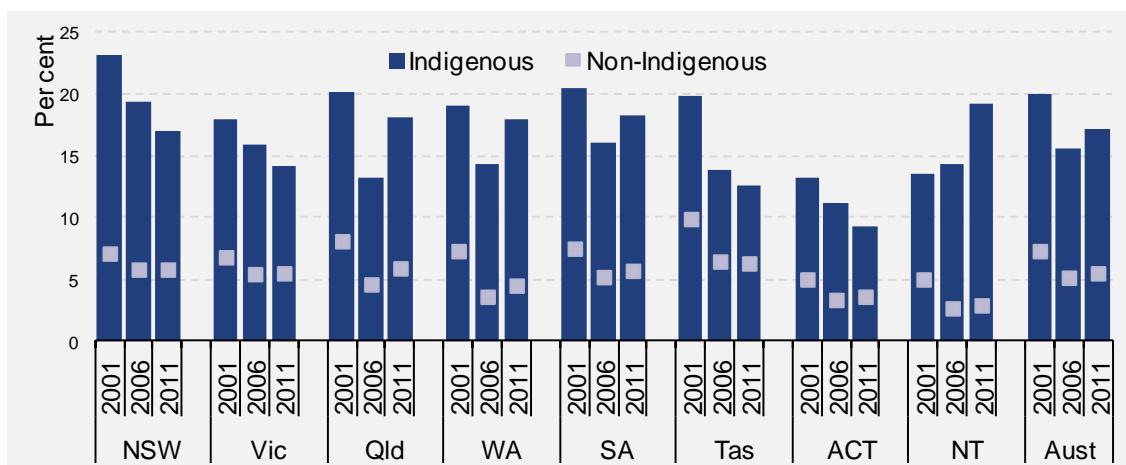
Indigenous population increase in 2011 Census

See the supporting information note at the beginning of this Appendix on the Indigenous population increase in the 2011 Census.

Jurisdictional comparisons of unemployment

Figure A.13 below has been provided to complement Figure 6.4 (on the employment and labour force participation rates) in the body of this report. Figure A.13 shows that in the period 2001–2011, NSW, Victoria, Tasmania and the ACT saw consistent improvements in their Indigenous unemployment rates.

Figure A.13 Unemployment by Indigenous status and jurisdiction, 2001–2011



Source: ABS—see Appendix D.

From 2001 to 2011, no State or Territory saw consistent improvements for Indigenous people against all three labour market measures—unemployment, employment and labour force participation.

Appendix C

Terms used in this report

ABS	Australian Bureau of Statistics
ACARA	Australian Curriculum, Assessment and Reporting Authority
Age standardised rate	Age standardisation adjusts crude rates to take account of different age structures in two or more populations. The direct method, used in this report, compares the population of interest against a reference population. See also crude rate.
AIHW	Australian Institute of Health and Welfare
Attendance (preschool)	A child is classed as attending a preschool program if they were enrolled and present for at least one hour during the reference week. Children who were absent—for example, due to illness or extended holiday leave—were not counted as attending. For the 2011 National Early Childhood Education and Care Collection (NECECC), the reference period was from 1 August to 7 August 2011. While some jurisdictions, however, preferred to incorporate a reference period of two weeks that included the collection date, to better reflect their preschool program delivery models, attendance data are derived to a representative reference week.
AQF	Australian Qualifications Framework
Cause of death	Causes of death are coded to the International Classification of Diseases, 10 th revision (ICD–10). In this report, names of causes have been abbreviated as shown below. ICD–10 numbers are also given.
Cancer	Neoplasms (C00–D48)
Circulatory	Diseases of the circulatory system (I00–I99). Includes heart attack and stroke.
Congenital	Congenital malformations, deformations and chromosomal abnormalities (Q00–Q99)
Endocrine	Endocrine, nutritional and metabolic diseases (E00–E90). Includes diabetes.
External causes	External causes of morbidity and mortality (V01–Y98). Includes accident, suicide and assault.
Perinatal period	Certain conditions originating in the perinatal period (P00–P96). Includes complications of pregnancy, labour and delivery, low birth weight and birth trauma.
Respiratory	Diseases of the respiratory system (J00–J99). Includes chronic obstructive pulmonary disease, influenza, pneumonia and asthma.
Symptoms nec	Symptoms, signs and abnormal clinical and laboratory findings, not elsewhere classified (R00–R99). Includes SIDS.

Census	Census of Population and Housing
Child	For the purposes of reporting child deaths a child is aged under five years.
COAG	Council of Australian Governments
Confidence interval	A measure of the uncertainty attached to a survey result.
Crude rate	A measure of the number of events in a population divided by the number of persons. For instance, the crude death rate is the number of deaths divided by the size of the population. See also age standardised rate.
Employment rate	The proportion of the working age population (people aged 15 to 64 years) who are employed.
Enrolment (preschool)	Enrolled means the child was offered a place in the preschool program and: <ul style="list-style-type: none"> attended the preschool program for at least one hour during the reference period; or was absent during the reference period due to illness or extended holiday leave, but was expected to return. See comments for 'Attendance (preschool)' (above).
FaHCSIA	Commonwealth Department of Families, Housing, Community Services and Indigenous Affairs
Gap	The 'gap' is the difference between the Indigenous and non-Indigenous rate for a particular measure. Gaps are given as positive numbers, eg the gap in the child death rate in 2011 was 110 deaths per 100 000 children.
Indigenous	The terms 'Indigenous', 'Indigenous Australians' and 'Indigenous people' are used to refer to Australia's Aboriginal and/or Torres Strait Islander peoples.
Infant death	Death of child aged less than one year old (ie up to 365 days). Infant deaths exclude still births. This is a rate per 1000 live births.
Labour force participation rate	The proportion of the working age population who are either employed or unemployed and looking for work
Low birth weight	A live birth weighing under 2500 grams.
NAPLAN	National Assessment Program—Literacy and Numeracy. NAPLAN is an annual set of tests in literacy and numeracy for students in Years 3, 5, 7 and 9.
Absent	A student who was not at school on test day or was not able to sit the test due to accident or mishap.
Average score	The average score is the average of all student scores in a particular State or Territory.

Exempt	A student with a language background other than English who arrived from overseas less than a year before the tests or a student with significant intellectual disability.
National minimum standard	In NAPLAN, the national minimum standard is the level at which students have typically demonstrated only the basic elements of literacy and numeracy for the year level.
Not assessed	The not assessed are the exempt, absent and withdrawn.
Participation rate	The participation rate is the number of assessed and exempt students as a percentage of the total number of students in that year.
Progress point	<p>Progress points are the proportion of students achieving at or above the national minimum standard at a particular year.</p> <p>States and Territories have not met their progress point when their result and its <i>entire</i> confidence interval are below the progress point.</p> <p>For trajectories and progress points see Additional.11 and Additional.12.</p>
Withdrawn	A student withdrawn from testing by a parent/carer. Withdrawals are intended to address issues such as religious beliefs and philosophical objections to testing.
NATSISS	National Aboriginal and Torres Strait Islander Social Survey
NECECC	National Early Childhood Education and Care Collection
NIRA	National Indigenous Reform Agreement
Perinatal death	Stillbirths and deaths in the first 28 days of life. It is expressed as a rate per 1000 all births.
Post school qualifications rate	The proportion of Indigenous 20–64 year olds with or working towards post school qualifications in AQF Certificate III or above.
Preschool	<p>In this report, the term 'preschool' is used broadly to refer to 'preschool programs'.</p> <p>Consistent with the Early Childhood Education and Care National Minimum Data Set, a preschool program is defined as a structured, play based learning program, delivered by a degree qualified teacher, primarily aimed at children in the year before they commence full-time schooling. This is irrespective of the type of institution that provides it, or whether it is government funded, or privately provided. Programs may be delivered in a variety of service settings including separate preschools or kindergartens, long day care centres or in association with a school.</p>
Progress point	Annual point on a trajectory leading towards a target.

Death rates	For death rates, the 2011 actual rate and progress point on the trajectory are compared using their variability bands. Variability bands measure the uncertainty associated with data. Using the variability bands means that ranges for the actual rate and progress point are compared. If the ranges overlap then a jurisdiction has met their progress point. A variability band can be thought of as the acceptable range of values.
Reading and numeracy	Progress points are the proportion of students achieving at or above the national minimum standard at a particular year. States and Territories have not met their progress point when their result and its <i>entire</i> confidence interval are below the progress point.
Remoteness	Different remoteness classifications are used in different datasets. The ABS' Early Childhood Education and Care collection uses the standard ABS classification of remoteness (ARIA) . Remoteness is defined as major cities, inner regional, outer regional, remote and very remote areas. The division is based on the physical road distance from urban centres of varying sizes. Remoteness in NAPLAN is based on the Schools Geographic Location Classification Scheme of the Ministerial Council for Education, Early Childhood Development and Youth Affairs (MCEECDYA). It classifies the locality of individual schools into metro, provincial, remote and very remote areas. It uses a mixture of definitions including ARIA.
Significant	The term 'significant' is used to say that a difference or change is not due to chance. There are various tests for significance. In this report, significance testing was done by the AIHW and ACARA. The word 'significant' is not used outside this statistical meaning.
SCRGSP	Steering Committee for the Review of Government Service Provision, an intergovernmental committee, supported by a Secretariat within the Productivity Commission. Under the Intergovernmental Agreement on Federal Financial Relations, the Steering Committee is responsible for compiling and supplying performance information for the COAG Reform Council's reports.
Trajectory	Trajectories are a guide to progress from baseline performance to the achievement of a target. They are an indicative path only and are not intended to forecast future progress at any point.
Unemployment rate	The proportion of working age labour force participants who are unable to secure a job despite looking for one.
Variability band	A measure of the uncertainty attached to administrative data.
Working age	Persons aged 15–64 years.
Year 12 or equivalent attainment rate	Proportion of the 20–24 year old population having attained at least a year 12 or equivalent or AQF Certificate II or above.

**Year before formal
schooling (YBFS)**

YBFS—also referred to as the 'year before full-time schooling'—is a term used to describe the 'preschool' cohort of children, due to varying delivery models of early childhood education across jurisdictions.

YBFS is further defined as Year 1 (or Grade 1) minus two years. This cohort may be a combination of children aged 3, 4, 5 and sometimes 6 years old. Children who are 6 years old and attending a preschool program have usually attended a program for more than one year, or may have been delayed from starting preschool at the usual age.

To estimate the national number of Indigenous children in the YBFS, we use an ABS estimate of the national number of Indigenous four year olds. To estimate the national number of Indigenous children enrolled / attending preschool in YBFS, we use NECECC data on the number of 4 and 5 year olds enrolled in / attending a preschool program.

Appendix D

Data sources and notes

The Steering Committee for the Review of Government Service Provision compiled and supplied performance information to the COAG Reform Council for this report. We have also used performance information in addition to that provided by the Steering Committee. We publish the Steering Committee's report and any additional data we have used in our statistical supplement. The table below lists each figure in the report and gives a corresponding reference to the table in our statistical supplement, available on our website.

The Steering Committee supplies data quality statements on the data they provide, which we have re-published in the statistical supplement to this report. Where users require data quality information beyond that provided alongside the non-Steering Committee data in our statistical supplement, data quality information regarding these sources is generally available from the relevant data provider.

National Indigenous Reform Agreement: figure numbers and performance information

Figure 1.1: Average annual change in Indigenous death rates per 100 000 from 1998 to 2011 and change required to meet 2031 target

Reference	<p>NIRA.2.10: Age standardised all-cause mortality rate, variability bands, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2011</p> <p>NIRA.2.11: Age standardised all-cause mortality rate, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2010, 2009, 2008, 2007 and 2006</p> <p>Additional.1: Age standardised death rate per 100 000, by Indigenous status, selected States and Territories, 1998 to 2011</p> <p>Additional.2 to Additional.6: Age standardised death rate per 100 000, by Indigenous status, with 95% variability bands, trajectory from 2006 baseline to 2031 target, by jurisdiction</p>
Source	ABS (unpublished) Deaths, Australia, various years
Notes	Average annual change and projection to 2031 to determine change required are calculated using simple linear regression. Only significant changes are shown.

National Indigenous Reform Agreement: figure numbers and performance information

Figure 1.2: Five-State total, death rates per 100 000 standard population 1998–2011, trend 1998–2011, projections 2006–2031

Reference	<p>NIRA.2.10: Age standardised all-cause mortality rate, variability bands, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2011</p> <p>NIRA.2.11: Age standardised all-cause mortality rate, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2010, 2009, 2008, 2007 and 2006</p> <p>Additional.1: Age standardised death rate per 100 000, by Indigenous status, selected States and Territories, 1998 to 2011</p> <p>Additional.6: Age standardised death rate per 100 000, by Indigenous status, with 95% variability bands, trajectory from 2006 baseline to 2031 target, NSW, Queensland, Western Australia, South Australia and the Northern Territory combined</p>
Source	ABS (unpublished) Deaths, Australia, various years
Notes	Trend line and projections are based upon simple linear regression.

Figure 1.3: Five-State total death rates per 100 000 standard population 2006–2011, trend 2006–2011, projections 2006–2031

Reference	<p>NIRA.2.10: Age standardised all-cause mortality rate, variability bands, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2011</p> <p>NIRA.2.11: Age standardised all-cause mortality rate, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2010, 2009, 2008, 2007 and 2006</p> <p>Additional.1: Age standardised death rate per 100 000, by Indigenous status, selected States and Territories, 1998 to 2011</p> <p>Additional.6: Age standardised death rate per 100 000, by Indigenous status, with 95% variability bands, trajectory from 2006 baseline to 2031 target, NSW, Queensland, Western Australia, South Australia and the Northern Territory combined</p>
Source	ABS (unpublished) Deaths, Australia, various years
Notes	Trend line and projections are based upon simple linear regression.

National Indigenous Reform Agreement: figure numbers and performance information

Figure 1.4: Average annual change in Indigenous death rates per 100 000 from 2006 (baseline) to 2011 and change required to meet 2031 target

Reference	<p>NIRA.2.10: Age standardised all-cause mortality rate, variability bands, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2011</p> <p>NIRA.2.11: Age standardised all-cause mortality rate, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2010, 2009, 2008, 2007 and 2006</p> <p>Additional.1: Age standardised death rate per 100 000, by Indigenous status, selected States and Territories, 1998 to 2011</p> <p>Additional.2 to Additional.6: Age standardised death rate per 100 000, by Indigenous status, with 95% variability bands, trajectory from 2006 baseline to 2031 target, by jurisdiction</p>
Source	ABS (unpublished) Deaths, Australia, various years
Notes	Average annual change and projection to 2031 to determine change required are calculated using simple linear regression. Only significant changes are shown.

Figure 2.1: Child death rate, NSW, Queensland, Western Australia, South Australia and the Northern Territory combined, 1998 to 2011 and projection from 2008 to 2018

Reference	<p>NIRA.6.1: All causes perinatal, infant and child mortality, by Indigenous status, single year, 2011, 2010, 2009, 2008, 2007 and 2006</p> <p>Additional.7: Age standardised child death rate per 100 000, by Indigenous status, selected States and Territories, 1998 to 2011</p> <p>Additional.8: Age standardised child death rate per 100 000, by Indigenous status, with 95% variability bands, trajectory from 2008 baseline to 2018 target, NSW, Qld, WA, SA and the NT combined</p>
Source	ABS (unpublished) Perinatal deaths, Australia, various years; ABS (unpublished) Births, Australia, various years; ABS (unpublished) Deaths, Australia, various years; NIRA Performance Information Management Group
Notes	Trend line and projections are based upon simple linear regression.

Figure 2.2: Child (0–4 years) death rates, 2007–2011

Reference	NIRA.6.8: All causes child (0–4 years) mortality, by Indigenous status, NSW, Queensland, WA, SA, NT, 2007–2011
Source	ABS (unpublished) Deaths, Australia, various years

National Indigenous Reform Agreement: figure numbers and performance information

Figure 2.3: Selected causes of death, children (0–4 years), five-State total 2006–2010

Reference	NIRA.6.9: Mortality rates for children under five by selected causes of death, child (0–4 years) deaths, by Indigenous status, 2006–2010
Source	ABS (unpublished) Causes of death, Australia, various years
Notes	See Appendix C for definitions of the causes of death.

Figure 2.4: Infant (less than 1 year) death rates, 2007–2011

Reference	NIRA.6.4: All causes infant (<1 year) mortality, by Indigenous status, NSW, Queensland, WA, SA, NT, 2007–2011
Source	ABS (unpublished) Deaths, Australia, various years; ABS (unpublished) Births, Australia, various years

Figure 2.5: Tobacco smoking during pregnancy, 2007–2010

Reference	NIRA.8.2 to NIRA.8.5: Age standardised rates of tobacco smoking during pregnancy, by Indigenous status, 2006 to 2010 (per cent)
Source	AIHW (unpublished) National Perinatal Data Collection
Notes	<p>Includes any amount of tobacco smoking at all.</p> <p>Total includes Tasmania and the ACT even though data are not published separately for those States. The total for Australia excludes Victoria to be consistent with previous years when there were no data for Victoria.</p>

Figure 2.6: Attendance at an antenatal visit in the first trimester (13 weeks), 2007–2010

Reference	<p>NIRA.9.2: Age standardised rate of women who gave birth and attended at least one antenatal visit in the first trimester, NSW, Vic, Qld, WA, SA, the ACT, NT by Indigenous status, 2010</p> <p>NIRA.9.3: Age standardised rate of women who gave birth and attended at least one antenatal visit in the first trimester, by Indigenous status, NSW, Qld, SA, NT, 2009</p> <p>NIRA.9.4 to NIRA.9.5: Age standardised rate of women who gave birth and attended at least one antenatal visit in the first trimester, by Indigenous status, NSW, SA, NT, 2008 and 2007</p>
Source	AIHW (unpublished) National Perinatal Data Collection

Figure 2.7: Babies of low birth weight, 2007–2010

Reference	NIRA.7.1, NIRA.7.3 to NIRA.7.5: Incidence of low birth weight among live born singleton babies, by Indigenous status of mothers, 2007 to 2010
Source	AIHW (unpublished) National Perinatal Data Collection

National Indigenous Reform Agreement: figure numbers and performance information

Figure 3.1: Access of Indigenous children in remote communities to preschool, 2011

Reference	NIRA.10.1, NIRA.10.2: Proportion of Indigenous children aged 4 and 5 years who are enrolled (or attending) in a preschool program in the year before full time schooling, by remoteness, national only, 2011.
Source	ABS (unpublished) 2011 National Early Childhood Education and Care Collection; ABS (unpublished) Experimental Estimates and Projections, Aboriginal and Torres Strait Islander Australians, 1991 to 2021 (cat. no. 3238.0)
Notes	Percentages represent the proportion of Indigenous children aged 4 and 5 years who are enrolled in and attending a preschool program in the year before full time schooling, by remoteness, national only, 2011.

Figure 3.2 Indigenous preschool enrolment and attendance, by remoteness, 2011

Reference	NIRA.10.1, NIRA.10.2: Proportion of Indigenous children aged 4 and 5 years who are enrolled (or attending) in a preschool program in the year before full time schooling, by remoteness, national only, 2011.
Source	ABS (unpublished) 2011 National Early Childhood Education and Care Collection; ABS (unpublished) Experimental Estimates and Projections, Aboriginal and Torres Strait Islander Australians, 1991 to 2021 (cat. no. 3238.0)
Notes	Percentages represent the proportion of Indigenous children aged 4 and 5 years who are enrolled in and attending a preschool program in the year before full time schooling, by remoteness, national only, 2011.

Figure 4.1: Gap between Indigenous and non-Indigenous students, proportion at or above the national minimum standard, 2012

Reference	NIRA.11.1 to NIRA.11.4: Proportion of Year 3, Year 5, Year 7 and Year 9 students who achieved at or above the national minimum standard, by learning domain, by Indigenous status, 2012 (per cent)
Source	ACARA (2012) 2012 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy, Melbourne

Figure 4.2: Gap in reading at or above the national minimum standard, 2008 and 2012

Reference	NIRA.11.1 to NIRA.11.4: Proportion of Year 3, Year 5, Year 7 and Year 9 students who achieved at or above the national minimum standard, by learning domain, by Indigenous status, 2012 (per cent); 2009–10 report: NIRA.15.13 to NIRA.15.24
Source	ACARA (2012) 2012 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy, Melbourne

National Indigenous Reform Agreement: figure numbers and performance information

Figure 4.3: Gap in numeracy at or above the national minimum standard, 2008 and 2012

Reference	NIRA.11.1 to NIRA.11.4: Proportion of Year 3, Year 5, Year 7 and Year 9 students who achieved at or above the national minimum standard, by learning domain, by Indigenous status, 2012 (per cent); 2009–10 report: NIRA.15.13 to NIRA.15.24
Source	ACARA (2012) 2012 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy, Melbourne

Figure 4.4: Significant changes in Indigenous reading and numeracy achievement, 2008 to 2012

Reference	NIRA.11.1 to NIRA.11.4: Proportion of Year 3, Year 5, Year 7 and Year 9 students who achieved at or above the national minimum standard, by learning domain, by Indigenous status, 2012 (per cent); 2009–10 report: NIRA.15.13 to NIRA.15.24
Source	ACARA (2012) 2012 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy, Melbourne

Figure 4.5: Change in numeracy, 2008 to 2012 and 2011 to 2012, percentage points

Reference	NIRA.11.1 to NIRA.11.4: Proportion of Year 3, Year 5, Year 7 and Year 9 students who achieved at or above the national minimum standard, by learning domain, by Indigenous status, 2012 (per cent); 2009–10 report: NIRA.15.15 to NIRA.15.24; 2010–11 report NIRA.15.3 to NIRA.15.12
Source	ACARA (2012) 2012 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy, Melbourne

Figure 4.6: Average scores, Reading, students in Year 3 in 2008, Year 5 in 2010 and Year 7 in 2012

Reference	Additional.13: NAPLAN reading, average scores over time, students in Year 3 in 2008, Year 5 in 2010 and Year 7 in 2012
Source	ACARA (2012) 2012 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy, Melbourne

Figure 4.7: Change in Indigenous participation rates in reading, 2011 to 2012

Reference	NIRA.11.17 to NIRA.11.20: Year 3, Year 5, Year 7 and Year 9 student participation in assessment, by Indigenous status, 2012 (per cent); 2010–11 report: NIRA.16.1 to NIRA.16.4
Source	ACARA (2012) 2012 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy, Melbourne

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Figure 4.8: Not assessed Indigenous students, reading test, 2012

Reference	NIRA.11.21 to NIRA.11.23: Proportion of student exemptions, absences, and withdrawals by Indigenous status, 2012 (per cent)
Source	ACARA (2012) 2012 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy, Melbourne

Figure 5.1: Change in the Year 12 or equivalent attainment gap 2006–2011

Reference	NIRA 12.1: Proportion of the 20–24 year old population having attained at least a year 12 or equivalent or AQF Certificate II or above, by Indigenous status, 2011, 2006 and 2001; 2008-09 report: NIRA 18.1; Additional.14
Source	ABS (unpublished) Census of Population and Housing

Figure 5.2: Trajectories for Indigenous Year 12 or equivalent attainment, 2006–2020

Reference	NIRA 12.1: Proportion of the 20–24 year old population having attained at least a year 12 or equivalent or AQF Certificate II or above, by Indigenous status, 2011 and 2006; 2008-09 report: NIRA 18.1
Source	ABS (unpublished) Census of Population and Housing
Notes	Trajectories for halving the Gap in Year 12 or equivalent attainment between 2006 and 2020 were provided by the Commonwealth Department of Education, Employment and Workplace Relations

Figure 6.1: National gap for the key labour market indicators, 2006–2011

Reference	NIRA 14.1: Proportion of working age population employed (15–64 year olds), by Indigenous status, 2011 and 2006 NIRA 14.3: Proportion of the working age population (15–64 year olds) who are in the labour force, by Indigenous status, 2011 and 2006 NIRA 14.2: Proportion of the labour force who are unemployed (15–64 year olds), by Indigenous status, 2011 and 2006
Source	ABS (unpublished) Census of Population and Housing

Figure 6.2: Changes in the gap for key employment indicators 2006–2011

Reference	NIRA 14.1: Proportion of working age population employed (15–64 year olds), by Indigenous status, 2011 and 2006 NIRA 14.2: Proportion of the labour force who are unemployed (15–64 year olds), by Indigenous status, 2011 and 2006 NIRA 14.3: Proportion of the working age population (15–64 year olds) who are in the labour force, by Indigenous status, 2011 and 2006 2008-09 report: NIRA 21.2, NIRA 22.2, NIRA 23.2
Source	ABS (unpublished) Census of Population and Housing

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Figure 6.3: Employment and labour force participation, 2001–2011

Reference	NIRA.14.1: Proportion of working age population employed (15–64 year olds), by Indigenous status, 2011, 2006 and 2001 NIRA.14.3: Proportion of the working age population (15–64 year olds) who are in the labour force, by Indigenous status, 2011, 2006 and 2001 2008–09 report: NIRA 21.2, 23.2; Additional.16, Additional.17
Source	ABS (unpublished) Census of Population and Housing

Figure 6.4: Post school qualification rates, 2001–2011

Reference	NIRA 15.1, 15.2, Additional.18: Proportion of 20–64 year old population with or working towards post school qualification in Certificate III or above, by Indigenous status, 2011, 2006 and 2001
Source	ABS (unpublished) Census of Population and Housing

Figure 6.5: Changes in the post school qualifications gap, 2006–2011

Reference	NIRA 15.1 to NIRA 15.2: Proportion of 20–64 year old population with or working towards post school qualification in Certificate III or above, by Indigenous status, 2011 and 2006
Source	ABS (unpublished) Census of Population and Housing

Figure A.1: Death rates per 100 000 standard population in 2006 and 2011

Reference	NIRA.2.10: Age standardised all-cause mortality rate, variability bands, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2011 NIRA.2.11: Age standardised all-cause mortality rate, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2010, 2009, 2008, 2007 and 2006
Source	ABS (unpublished) Deaths, Australia, various years

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Figure A.2: Death rates per 100 000 standard population, 1998–2031, NSW

Reference	<p>NIRA.2.10: Age standardised all-cause mortality rate, variability bands, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2011</p> <p>NIRA.2.11: Age standardised all-cause mortality rate, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2010, 2009, 2008, 2007 and 2006</p> <p>Additional.1: Age standardised death rate per 100 000, by Indigenous status, selected States and Territories, 1998 to 2011</p> <p>Additional.2: Age standardised death rate per 100 000, by Indigenous status, with 95% variability bands, trajectory from 2006 baseline to 2031 target, NSW</p>
Source	ABS (unpublished) Deaths, Australia, various years
Notes	Trend line and projections are based upon simple linear regression

Figure A.3: Death rates per 100 000 standard population, 1998–2031, Queensland

Reference	<p>NIRA.2.10: Age standardised all-cause mortality rate, variability bands, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2011</p> <p>NIRA.2.11: Age standardised all-cause mortality rate, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2010, 2009, 2008, 2007 and 2006</p> <p>Additional.1: Age standardised death rate per 100 000, by Indigenous status, selected States and Territories, 1998 to 2011</p> <p>Additional.3: Age standardised death rate per 100 000, by Indigenous status, with 95% variability bands, trajectory from 2006 baseline to 2031 target, Queensland</p>
Source	ABS (unpublished) Deaths, Australia, various years
Notes	Trend line and projections are based upon simple linear regression

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Figure A.4: Death rates per 100 000 standard population, 1998–2011, Western Australia

Reference	<p>NIRA.2.10: Age standardised all-cause mortality rate, variability bands, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2011</p> <p>NIRA.2.11: Age standardised all-cause mortality rate, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2010, 2009, 2008, 2007 and 2006</p> <p>Additional.1: Age standardised death rate per 100 000, by Indigenous status, selected States and Territories, 1998 to 2011</p>
Source	ABS (unpublished) Deaths, Australia, various years
Notes	Trend line is based upon simple linear regression

Figure A.5: Death rates per 100 000 standard population, 1998–2031, South Australia

Reference	<p>NIRA.2.10: Age standardised all-cause mortality rate, variability bands, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2011</p> <p>NIRA.2.11: Age standardised all-cause mortality rate, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2010, 2009, 2008, 2007 and 2006</p> <p>Additional.1: Age standardised death rate per 100 000, by Indigenous status, selected States and Territories, 1998 to 2011</p> <p>Additional.4: Age standardised death rate per 100 000, by Indigenous status, with 95% variability bands, trajectory from 2006 baseline to 2031 target, South Australia</p>
Source	ABS (unpublished) Deaths, Australia, various years
Notes	Trend line and projections are based upon simple linear regression

Figure A.6: Death rates per 100 000 standard population, 1998–2031, Northern Territory

Reference	<p>NIRA.2.10: Age standardised all-cause mortality rate, variability bands, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2011</p> <p>NIRA.2.11: Age standardised all-cause mortality rate, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2010, 2009, 2008, 2007 and 2006</p> <p>Additional.1: Age standardised death rate per 100 000, by Indigenous status, selected States and Territories, 1998 to 2011</p> <p>Additional.5: Age standardised death rate per 100 000, by Indigenous status, with 95% variability bands, trajectory from 2006 baseline to 2031 target, Northern Territory</p>
Source	ABS (unpublished) Deaths, Australia, various years
Notes	Trend line and projections are based upon simple linear regression

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Figure A.7: Death rates per 100 000 standard population, 1998–2031, NSW, Queensland, Western Australia, South Australia and the Northern Territory combined

Reference	<p>NIRA.2.10: Age standardised all-cause mortality rate, variability bands, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2011</p> <p>NIRA.2.11: Age standardised all-cause mortality rate, rate ratios and rate differences, by Indigenous status, NSW, Qld, WA, SA, NT, single year, 2010, 2009, 2008, 2007 and 2006</p> <p>Additional.1: Age standardised death rate per 100 000, by Indigenous status, selected States and Territories, 1998 to 2011</p> <p>Additional.6: Age standardised death rate per 100 000, by Indigenous status, with 95% variability bands, trajectory from 2006 baseline to 2031 target, NSW, Queensland, Western Australia, South Australia and the Northern Territory combined</p>
Source	ABS (unpublished) Deaths, Australia, various years
Notes	Trend line and projections are based upon simple linear regression

Figure A.8: Child death rate per 100 000 children aged 0–4 years in 2007–2011

Reference	NIRA.6.8: All causes child (0–4 years) mortality, by Indigenous status, NSW, Queensland, WA, SA, NT, 2007–2011
Source	ABS (unpublished) Deaths, Australia, various years

Figure A.9: Change in reading, 2008 to 2012 and 2011 to 2012, percentage points

Reference	<p>NIRA.11.1 to NIRA.11.4: Proportion of Year 3, Year 5, Year 7 and Year 9 students who achieved at or above the national minimum standard, by learning domain, by Indigenous status, 2012 (per cent)</p> <p>2010-11 report NIRA.15.3 to NIRA.15.12; 2009-10 report: NIRA.15.15 to NIRA.15.24</p>
Source	ACARA (2012) 2012 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy, Melbourne

Figure A.10: Progress points in reading, 2009 to 2012

Reference	<p>NIRA.11.1 to NIRA.11.4: Proportion of Year 3, Year 5, Year 7 and Year 9 students who achieved at or above the national minimum standard, by learning domain, by Indigenous status, 2012 (per cent)</p> <p>2010-11 report: NIRA.15.1 to NIRA.15.24; 2009-10 report: NIRA.15.1 to NIRA.15.12</p>
Source	ACARA (2012) 2012 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy, Melbourne

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Figure A.11 Progress points in numeracy, 2009 to 2012

Reference	NIRA.11.1 to NIRA.11.4: Proportion of Year 3, Year 5, Year 7 and Year 9 students who achieved at or above the national minimum standard, by learning domain, by Indigenous status, 2012 (per cent) 2010-11 report: NIRA.15.1 to NIRA.15.24; 2009-10 report: NIRA.15.1 to NIRA.15.12
Source	ACARA (2012) 2012 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy, Melbourne

Figure A.12: Year 12 or equivalent attainment by Indigenous status and jurisdiction, 2001–2011

Reference	NIRA 14.2: Proportion of the 20–24 year old population having attained at least a year 12 or equivalent or AQF Certificate II or above, by Indigenous status, 2011, 2006 and 2001 2008-09 report: NIRA 22.2; Additional.14
Source	ABS (unpublished) Census of Population and Housing

Figure A.13: Unemployment by Indigenous status and jurisdiction, 2001–2011

Reference	NIRA 12.1: Proportion of the labour force who are unemployed (15–64 year olds), by Indigenous status, 2011, 2006 and 2001 2008-09 report: NIRA 18.1; Additional.15
Source	ABS (unpublished) Census of Population and Housing

Appendix E

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